S. Hrg. 98-648

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983

HEARING

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS AND RESERVED WATER

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

S. 1090

A BILL TO ESTABLISH A NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION TO STUDY AND RECOMMEND APPROPRIATE POLICIES AND ACTIVITIES FOR GOVERNMENT AGENCIES AT THE FEDERAL, STATE, AND LOCAL LEVELS AND FOR THE PRIVATE SECTOR, TO ASSURE THE CONTINUED AVAILABILITY OF QUALITY OUTDOOR RECREATION EXPERIENCES IN AMERICA TO THE YEAR 2000, AND FOR OTHER PURPOSES

SEPTEMBER 23, 1983

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NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983

FRIDAY, SEPTEMBER 23, 1983

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:19 a.m., in room SD–366, Dirksen Office Building, Hon. Malcolm Wallop presiding.

Present: Senators Wallop, Chafee, and Hecht.

Also present: Tony Bevinetto, professional staff member, and Thomas B. Williams, professional staff member for the minority.

OPENING STATEMENT OF HON. MALCOLM WALLOP, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator **WALLOP**. Good morning. Apologies to all. Chain Bridge is in a mystical mood this morning, and I think the first day of fall has gotten to the bridge. Last summer it wasn't like that.

The Subcommittee on Public Lands and Reserved Water will receive testimony this morning on S. 1090, a bill to establish a National Outdoor Recreation Resources Review Commission.

Without objection, I will place a copy of that bill in the record.

My own sense of anticipation and pleasure in opening this hearing is darkened by the absence of my late colleague and chief cosponsor of this bill, Senator Henry M. Jackson. With the passing of Scoop Jackson, the Congress has lost its last Member who served on the Outdoor Recreation Resources Review Commission during 1958 to 1962.

Senator Jackson was active in the work of the Commission, dynamic in leading the legislative implementation of its recommendations, and enthusiastic in his support of S. 1090, the proposal to reconstitute a follow-on review of outdoor recreation in America.

There could be few more fitting memorials to his memory than the establishment and successful operation of a new Commission on outdoor recreation.

Without objection, I will place a copy in the hearing record of excerpts of Senator Jackson's statement of June 8, 1983, before the American Recreation Coalition.

[Excerpts of Senator Jackson's statement of June 8, 1983, follow:]

EXCERPTS FROM THE REMARKS OF SENATOR HENRY M. JACKSON BEFORE THE AMERICAN RECREATION COALITION

I very much appreciate the invitation to address the American Recreation Coalition (ARC) today. ARC can be proud of the active and vital role it has played and is continuing to play in shaping the nation's recreation policy.

Some 25 years ago, I had the privilege of serving on the first Outdoor Recreation Resources Review Commission (ORRRC). I am proud to say that I am the only member of that Commission still serving in the Congress. Established by law in 1958 during the Eisenhower Administration, the ORRRC conducted an exhaustive and far-ranging review and evaluation of our nation's outdoor recreation resources. The Commission and its staff were bipartisan and the solutions we sought to the nation's recreation needs were long-range and substantive rather than partisan or politically expedient.

Indeed, if I might digress for just a moment, I feel that the bipartisan and professional tone taken by ORRRC set a pattern for the formulation of environmental and recreation policy that was as important as any of the specific recommendations made by the Commission. I cannot help but be troubled by what I view as a serious breakdown of this bipartisan and "consensual" spirit brought on by the confrontational style of Secretary Watt and others in the Reagan Administration. Such an approach to recreation policy is not productive and serves no one well.

In any event, in 1962 the ORRRC submitted its report to President Kennedy and the Congress. I am pleased to say that this report, and the recommendations contained in it, have been instrumental in guiding national outdoor recreation policy for the last two decades. The Wilderness System, the Wild and Scenic Rivers System, the Trails System, and the establishment of the now defunct Bureau of Outdoor Recreation can all trace at least some of their roots to the ORRRC report and its recommendations. But perhaps the most important legislative initiative to come out of the work of ORRRC is the Land and Water Conservation Fund (LWCF). Established in 1965, the LWCF was designed to provide a continuing and reliable source of funding to be used for the acquisition and expansion of the Nation's outdoor recreation estate through the earmarking of a portion of the receipts received from oil and gas production on the Outer Continental Shelf. By any measure, the program has been a tremendous success. It has evolved into the sole funding source for land acquisition for the Park Service, Forest Service, Fish and Wildlife Service, and the Bureau of Land Management. Hundreds of thousands of critical acres of parks, forests, and wetlands have been acquired by these federal agencies using LWCF monies.

Almost $3 billion has been distributed to the states on a matching grant basis to assist states and local governments in the acquisition and development of various outdoor recreation projects. This represents the approval of some 30,000 projects which, when matched at the local level, has meant an investment of almost $6 billion since 1965. The LWCF has been an invaluable tool in meeting the outdoor recreation needs of the citizens of this country--and it was the product of the first Outdoor Recreation Resources Review Commission.

I say the "first" ORRRC because pending in Congress today is legislation to establish a second such commission. It is legislation that is currently co-sponsored by some 30 Senators, including myself. The list is bipartisan and includes some of the most respected and influential leaders of both parties. A companion bill, also reflecting bipartisan support, has been introduced in the House.

This most recent legislative initiative was brought about in large part through the effort of my long-time friend and the Chairman of the origianl ORRRC, Laurance S. Rockefeller. Some months ago, Mr. Rockefeller established an Outdoor Recreation Policy Review Group to assess the twenty years since the first ORRRC report was finalized. Under the direction of Mr. Henry Diamond, the Editor of the original ORRRC report, the Policy Review Group arrrived at a number of basic findings about the current status of outdoor recreation in America.

For example, the Policy Review Group concluded that despite, or perhaps because of, 20 years of profound social and economic change, outdoor recreation is more important in American life today than it was in 1962. The Policy Review Group also concluded that governments in general are doing less to meet the need for increased outdoor recreation,and the private sector is contributing more in this regard than it did 20 years ago.

Finally, Mr. Rockefeller's group urged that a new ORRRC be established by an act of Congress embodying the characteristics the Commission established 25 years ago--bipartisan membership, strong congressional participation, a full range of interests represented and an independent and professional staff. The legislation that we have introduced reflects these principles.

S. 1090 and its House Companion bill, would establish an ORRRC consisting of eight members of Congress--two members of each party from both the House and Senate--and seven citizens appointed by the President. It is imperative, in my view, that these citizen appointments exhibit a high degree of expertise, professionalism, and bipartisanship.

The Commission is to prepare a comprehensive review of outdoor recreationresources in the United States and submit it along with policy recommendations to the President and Congress within 18 months. I envision that the Commission will consider a broad range of options and alternatives for oudoor recreation. The Commission must be prepared to examine recreation-related relationships and phenomena that were not even forseen in 1962. We must not be afraid to seek new and innovative solutions nor should we be too quick to abandon those programs that have served us well.

Finally, this legislation would also create an advisory council comprised of various experts and interested parties to assist the Commission and to encourage as much public involvement in the process as possible.

I view this legislation as particularly timely for three reasons.

First, I believe that the time is right to move forward with a piece of legislation such as this that reiterates our view that outdoor recreation is important. Outdoor recreation is an integral part of American life and a major component of the national economy. I am concerned about recent attempts to dismantle outdoor recreation programs without providing new initiatives to meet an ever-growing need.

Secondly, it is time to examine more closely the interrelationships and overlaps of outdoor recreation with both the public and private sector. Especially in times of tight budgets we should avoid duplication of effort and seek the most efficient and cost-effective ways to provide outdoor recreation for all those who wish to participate. It seems to me that this legislation offers us an outstanding opportunity to explore and develop a new partnership between public and private providers of outdoor recreation.

Lastly, I think that this legislation provides us with an opportunity to rediscover the constructive and bipartisan spirit that has been the hallmark of much of the environmental and recreation-related legislation of the past two decades. As I mentioned at the outset, I am disturbed by the partisan and combative approach to such programs that seems to have become the rule rather than the exception in recent years. Hopefully this measure, following in the footsteps of one of the most successful and bipartisan recreation initiatives ever undertaken, will get us back on the right track. I hope that I can count on the American Recreation Coalition to work with me and the others in achieving such a worthwhile objective.

Senator **Wallop**. He described the importance of ORRRC 25 years ago, and gave the reasons why he felt that such a Commission should be recreated now.

The first Outdoor Recreation Resources Review Commission was established in 1958 to help solve the growing problem of increasing demand for recreation opportunities in the face of nearly fixed supplies of such opportunities, and minimal public funding to make any significant improvements.

During its course ORRRC produced an impressive data base on outdoor recreation resources, analyzed problems, and developed imaginative solutions.

The subsequent implementation of the administrative and legislative recommendations of ORRRC transformed outdoor recreation in America. Other than our vast holdings of public land available for all types of outdoor recreation administered by the Bureau of Land Management and the U.S. Forest Service and the protected treasures of our national park system, most of the Federal recreational policies, programs, and facilities are directly or indirectly derived from the work or recommendation of ORRRC.

Other witnesses this morning will elaborate on this point, I am certain, so I will not do so now.

A large measure of the credit for the successful work and implementation of ORRRC goes to an outstanding private citizen of our country, the Chairman of the Commission, Mr. Laurance S. Rockefeller.

His laurels from the first Outdoor Recreation Commission would have been enough for most men. Instead, we find him playing a key role in capping and insuring the recognition of a broadly based call for a new Commission.

The idea of reexamining the problems and opportunities associated with recreation from now until the end of the century, first developed out of discussions of options conducted by the Congressional Research Service, with Senate and House Committee members in the spring of 1980.

In November and December 1980, the American Forestry Association and over 20 other conservation, environmental, and resource users groups sponsored a National Conference on Renewable Natural Resources. This conference made the first recommendation for a new nationwide reassessment of outdoor recreation.

Through 1981, the efforts to heighten national concern with recreation issues continued led by the two major national recreation organizations, the American Recreation Coalition and the National Recreation and Park Association.

These and other groups participated in the two workshops conducted by this subcommittee in 1981 and 1982, at which a number of exciting new prospects for insuring the protection of natural and recreational lands was discussed.

These exercises and innovations stimulated the workshop moderators, Dr. Emery Castle, president of Resources for the Future; Mr. Patrick Noonan, president of the Conservation Resources Group; and Mr. William Reilly, president of the Conservation Foundation, to a fuller study of outdoor recreation policy issues.

The meshing of their work, of the work by their organizations with that of the other recreational and environmental groups led to the development of a formal proposal for a private nationwide study about out recreation.

Upon learning of this effort, Mr. Laurance Rockefeller commissioned the seven-member outdoor recreation policy review group to determine whether a full-scale review of outdoor recreation was needed.

Mr. Rockefeller served as an ex-officio member. Henry Diamond, Esq., chaired the group, consisting of the three workshop moderators, Castle, Noonan, and Reilly, who were joined by Sheldon Coleman, and William Penn Mott, Jr.

The latter two members, respectively, brought to the group considerable expertise on private and public sector outdoor recreation.

The policy review group met through late 1982, and, in February 1983, issued their report called "Outdoor Recreation for America 1983."

The primary recommendation of their report was for a new National Commission modeled on the original ORRRC and established by act of Congress. Creation of the Commission by Executive order was deemed satisfactory also, providing it met all the criteria of ORRRC.

The impetus for all this work to establish a new Commission is found in a single word, "change." Change has been the hallmark of our society in the 20-plus years since the ORRRC reported to the President and the Congress.

The implementation of the Commission's recommendations has contributed positively to change but other elements such as population, demographics, the economy, social values and leisure preferences have overtaken and overshadowed the gains stemming from ORRRC, more efficient, less costly, more cooperative solutions must be identified and placed into practice, to insure that we will all continue to enjoy adequate outdoor recreation resources.

I believe that the Commission called for in my bill, S.1090, can identify and will gain public acceptance for approaches which supplement today's tools.

My comments have in large part been commemorations of the past, but our focus in this legislation is on the future.

ORRRC provided visibility for outdoor recreation as a national policy issue. The preeminent legacy of that Commission has been a program of land and water acquisition funded fully or partially by the Federal Government. Now, however, while respecting the gains of the past 20 years, we need to broaden our scope in both what we perceive as recreation and in the means of assuring its availability.

The National Outdoor Recreation Resources Review Commission—NORRRC—it is like something from "Star Wars," with ORRRC and NORRRC—is the means of building the new vision of recreation.

The protection of quality recreation lands and water by many techniques will be the most important element in this new vision. The use, even the availability of outdoor recreation opportunities provides physical and spiritual benefits that are essential to us all. We must develop techniques to insure the continued availability of these opportunities, whether provided by Federal, State or local government or by our most basic but neglected partner, the private sector.

Change, the factor which has brought about the need for this reassessment, will continue in both predictable and unpredictable ways.

The latest estimates of the Census Bureau are that our population will grow by about 41 million people by the year 2000 to a level of 267.5 million. Further, the greatest growth is to be in the South and West, where 60 percent of that population is expected to live by the year 2000. Only minimal decline in population is predicted for central and northeast portions of the nations in this period. Clearly, this pattern poses challenges to us in keeping resources in line with demand.

Technological changes produce new recreational equipment and opportunities during the years since ORRRC. These changes are likely to continue in what directions we may not know. Nonetheless, we must be able to respond. Economic considerations cannot be ignored in discussing recreation trends and changes.

Certainly, the affluent lifestyle the Americans have enjoyed have contributed to the growth in the kind and amount of recreation activity. We have entered a period of more constrained economic growth, and this will probably impact on where, when, and how Americans spend their leisure time and their dollars.

Certainly, the spending of leisure dollars, $250 billion of them annually has significant importance to our economy, as do the estimated 1 in every 15 jobs in America that stem from leisure spending.

Perhaps the most dynamic element of change has been that in social values and characteristics. The civil rights and environmental movements have changed the ways we think and act about each other and our planet. The traditional family of the ORRRC era—working husband, housewife, and two or more children is not nearly so prevalent now as then.

Today, fully a quarter of our population lives in a household of a single individual. Two or more unrelated individuals or single-parent family. Women have been seeking a fuller range of recreational opportunities as they have increasingly entered the workplace. People are paying more attention to health and physical fitness and are participating in running, jogging, swimming, and other outdoor recreation activities as the means of staying fit.

Corporations are recognizing the real financial benefits of having healthy, happy employees. As a result, many companies are providing facilities and/or time for the employees to participate in fitness programs, indoor and outdoor.

All of these portend an increasing demand, particularly for outdoor recreational opportunities. Taken together, this dizzying but wonderful dynamic change presents a formidable challenge to all who plan for the future, put together a National Commission on outdoor recreation, offers the most exciting prospect for meeting that challenge.

I look forward to the views of our distinguished witnesses including those who have worked with such insight and diligence to bring an idea to this state of development.

[The text of S. 1090 follows:]

II

98TH CONGRESS
1ST SESSION

S. 1090

To establish a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State, and local levels and for the private sector, to assure the continued availability of quality outdoor recreation experiences in America to the year 2000, and for other purposes.

IN THE SENATE OF THE UNITED STATES

APRIL 19 (legislative day, APRIL 18), 1983

Mr. WALLOP (for himself, Mr. BAKER, Mr. BIDEN, Mr. BUMPERS, Mr. CHAFEE, Mr. COHEN, Mr. CRANSTON, Mr. DANFORTH, Mr. DOLE, Mr. DOMENICI, Mr. DURENBERGER, Mr. GORTON, Mr. HATFIELD, Mr. HEINZ, Mr. JACKSON, Mr. JOHNSTON, Mr. LAXALT, Mr. LUGAR, Mr. MCCLURE, Mr. MELCHER, Mr. QUAYLE, Mr. ROTH, Mr. SPECTER, Mr. STAFFORD, Mr. STEVENS, Mr. SYMMS, Mr. THURMOND, Mr. WARNER, Mr. SIMPSON, Mr. HOLLINGS, Mr. LEAHY, Mr. WILSON, Mr. DIXON, Mr. KASTEN, Mr. BAUCUS, Mr. ABDNOR, Mr. NUNN, Mr. TRIBLE, Mr. GLENN, Mr. PERCY, Mr. BINGAMAN, Mr. JEPSEN, Mr. MITCHELL, and Mr. D'AMATO) introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

MAY 25, 1983

Ordered, that if and when reported, the bill be referred to the Committee on Energy and Natural Resources for not to exceed sixty calendar days

AUGUST 3 (legislative day, AUGUST 1), 1983

Reported by Mr. DURENBERGER, with amendments

[Omit the part struck through and insert the part printed in italic]

AUGUST 3 (legislative day, AUGUST 1), 1983

Referred to the Committee on Energy and Natural Resources for not to exceed sixty days pursuant to the order of May 25, 1983.

AUGUST 4 (legislative day, AUGUST 1), 1983

Ordered, that the Committee on Energy and Natural Resources have not to exceed sixty calendar days to report beginning September 12, 1983.

A BILL

To establish a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State, and local levels and for the private sector, to assure the continued availability of quality outdoor recreation experiences in America to the year 2000, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Outdoor Recreation Resources Review Act of 1983".

SEC. 2. The Congress finds that—

(a) the findings and recommendations of the Outdoor Recreation Resources Review Commission (1958–1962) did contribute significantly to the protection of our land and water resources and the expansion of recreation opportunities;

(b) public and private recreation resources and programs contribute to our Nation's economic vitality, environmental quality, and physical and mental health;

(c) changes in national and regional demographics, economic conditions, lifestyles, and technology have resulted in both dramatic growth and change in recreation demand beyond the 1962 projections of the Outdoor Recreation Resources Review Commission;

(d) the American public seeks an increasing array of recreation experiences, yet public and private efforts to satisfy this demand are limited by inadequate coordination, increasing fiscal constraints, growing demands on land, water, and recreation resources and lack of basic information; and

(e) consequently there is a need to review and anticipate public recreation interests and demand and to recommend appropriate policies and actions to ensure the availability of quality recreation resources and facilities for this and future generations.

SEC. 3. For the purposes of this Act—

(1) "Commission" shall mean the National Outdoor Recreation Resources Review Commission;

(2) "outdoor recreation resources" shall mean the land and water areas and associated facilities in the United States and its territories and possessions which provide, or which may have the capacity to provide, opportunities for outdoor recreation, irrespective of ownership or location;

(3) "recreation opportunities" shall mean opportunities for present and future generations to engage in outdoor recreation pursuits, active or passive, which are supportive of individual enjoyment, health, and welfare and mindful of the need for the continued use

of the areas and facilities where such pursuits are conducted.

Sec. 4. (a) In order to protect, preserve, develop, and assure accessibility by all American people of present and future generations such continued quality and quantity of recreation resources and opportunities as will be necessary and desirable for individual enjoyment, health, and welfare, and to make specific recommendations and proposals to the President of the United States, the Congress, the individual States and territories and the officials thereof, and to the private sector, there is authorized and created a bipartisan National Outdoor Recreation Resources Review Commission.

(b) The Commission shall consist of ~~fifteen~~ *twenty-one* members appointed as follows:

(1) two majority and two minority members of the United States Senate, *and three citizens known to be informed about, concerned with or involved in the provision of public or private recreation opportunities and related policies or programs,* to be appointed by the President of the ~~Senate;~~ *Senate with the advice of the majority leader;*

(2) two majority and two minority members of the United States House of ~~Representatives~~ *Representatives, and three citizens known to be informed about, concerned with or involved in the provision of public or*

private recreation opportunities and related policies or programs, to be appointed by the Speaker of the House;

(3) seven citizens known to be informed about, concerned with, or involved in the management of public or private outdoor recreation resources and related opportunities, policies, and programs, to be appointed by the President upon his consideration of recommendations made to him by the public or persons or organizations concerned with and knowledgeable of outdoor recreation resources and opportunities. The President shall designate a Chairman from among its citizen members. For purposes of carrying out this Act, and subject to its terms, the Chairman shall be considered a Federal employee. A Vice Chairman shall be elected by and from those Members of Congress serving on the Commission. *A quorum of the Commission shall consist of a majority of the members.*

(c) Vacancies occurring on the Commission shall not affect the authority of the remaining members of the Commission to carry out the functions of the Commission. Any vacancy shall be promptly filled in the same manner as the original appointment.

(d) Members of the Commission shall serve without any additional compensation for their work on the Commission.

Members appointed from among private citizens of the United States may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by law for persons serving intermittently in the Government service (5 U.S.C. 5701–5707), to the extent funds are available therefor.

(e) The Commission shall be appointed within thirty days of the effective of this Act and shall convene as soon as practicable following appointment of its members to implement the provisions of this Act.

SEC. 5. (a) The Commission is authorized, without regard to the civil service laws and regulations, to appoint and fix the compensation of an executive director and such additional professional personnel as may be necessary to enable it to carry out its functions, or that may be detailed or assigned to it, provided that any Federal employee subject to the civil service laws and regulations who may be assigned or detailed to the Commission shall retain civil service status, without interruption or loss of status or privilege.

(b) The Commission shall establish headquarters in the National Capital region and shall made such other arrangements as may be necessary to carry out the provisions of this Act.

(c) The Commission shall request the Secretary of each Federal department or head of any independent agency (which includes an agency or agencies with a direct interest and responsibility in any phase of outdoor recreation) to appoint, and there shall be appointed for each such department or agency, a liaison officer who shall work closely with the Commission and its staff.

(d) The Commission may solicit and accept contributions of money and service from non-Federal public and private entities to assist its work.

SEC. 6. (a) There is hereby established an advisory council to the Commission which shall consist of members appointed by the Chairman upon the recommendation and concurrence of the Commission. Such members shall have a direct concern for and knowledge of outdoor recreation issues, policies, and programs and shall be broadly representative of various major geographical areas and citizen interest groups, including, but not limited to, the following—

~~(1) State and local agencies dealing with outdoor recreation, natural resources, and the environment;~~

~~(2) municipal and county governments;~~

~~(3) organizations concerned with public health and welfare;~~

~~(4) private organizations with conservation and outdoor recreation expertise, commercial recreation, and tourism interests; and~~

~~(5) natural resource based industries and commercial interests with expertise in leisure and related goods and services.~~

(1) State, county and municipal governments, including those agencies dealing with recreation, natural resources, the environment, travel and tourism;

(2) organizations representing recreational enthusiasts;

(3) private organizations and corporations which provide recreational goods and services;

(4) private organizations which support recreation and conservation of natural resources;

(5) organizations concerned with public health and welfare;

(6) natural resource oriented and travel and tourism related organizations and corporations; and

(7) research and academic insititutions with expertise in recreation, leisure, natural resources and the environment.

(b) The Chairman with the concurrence of the Commission shall organize the advisory council into such committees or subgroups as shall be deemed necessary to develop information, review materials and otherwise advise the Commission in carrying out the provisions of the Act.

(c) Members of the advisory council shall serve without compensation except that, to the extent funds are available therefor, each shall be entitled to reimbursement for actual travel and subsistence expenses incurred in attending meetings of the advisory council called by the Chairman of the Commission or incurred in carrying out duties assigned by the Chairman of the Commission.

SEC. 7. (a) The Commission shall promptly proceed to undertake an examination and evaluation of existing and potential public outdoor recreation land and resource area policies, programs, and opportunities, including those that are or could be under the direct responsibility of the Federal Government as well as those that are or could be under the direct responsibilities of the States, local governments, and private organizations and entities. The Commission shall utilize to the fullest extent possible such studies, data, and reports previously prepared or in process by Federal agencies, States, private organizations or entities, and others to determine the amount, kind, quality, and location of outdoor recreation resources, programs, and opportunities as will be required and desirable by the year 2000 and beyond. The Commission shall recommend those policies, programs, and actions which, in the opinion of the Commission, should be instituted at each level of government and by the private sector to protect existing areas and meet future requirements.

(b) In pursuit of its objectives the Commission shall—

(1) examine existing outdoor recreation lands and resources and identify and evaluate the land and resource base necessary for future outdoor recreation, regardless of present use, ownership, or location;

(2) examine Federal, State, county, and municipal government roles and responsibilities for providing outdoor recreation opportunities, protecting outdoor recreation resources, and for meeting anticipated outdoor recreation conditions;

(3) examine the ~~increased~~ *role and* capacity of the private sector, both profitmaking enterprises and not-for-profit organizations, to meet present and future outdoor recreation needs, and assess the potential for new partnerships between the private sector and all levels of government, giving full consideration to the appropriate role for each partner, to provide outdoor recreation opportunities and to protect and enhance outdoor recreation resources;

(4) examine the present and future relationships between outdoor recreation and personal and public health, a productive economy, and the environment;

(5) examine the future needs of outdoor recreation management systems, including qualified personnel, technical information and anticipated financial needs,

and the various sources and means necessary to obtain such resources, both public and private;

(6) consider the relationship of outdoor recreation to the broader range of recreation pursuits and determine the implications therein for the supply of and demand for outdoor recreation resources and opportunities; ~~and~~

(7) identify, examine, and assess the implications of current, emerging, and anticipated future forces, trends, and technologies which could influence outdoor ~~recreation.~~ *recreation; and*

(8) consider the findings and recommendations of the National Urban Recreation Study (1978) and the Third Nationwide Outdoor Recreation Plan (1979) and other relevant Federal survey and planning activities.

(c) The Commission is authorized and directed to conduct public hearings and to otherwise secure data and expressions of public opinion on recreation issues, policies and programs, and anticipated national, regional, State, and local needs and concerns. *Hearings on behalf of the Commission may be held by one or more members with the authorization of the Chairman.*

(d) The Commission shall transmit to the President and to the Congress not later than eighteen months after the appointment of the Commission members a detailed and comprehensive report on its findings, including a compilation of relevant data, and its recommendations. Such report shall be presented in such form as to make it of maximum value to the President, the Congress, and the States. The Commission shall cease to exist not later than six months after submission of said report.

SEC. 8. (a) The Commission shall be governed by the responsibilities and duties provided herein. The Commission shall have the power to enter into contracts, to execute instruments, and generally to do any and all lawful acts necessary or appropriate to carry out the provisions of this Act.

(b) The Commission may utilize the personnel, equipment, and facilities of the Federal Executive and to the extent practicable such personnel, equipment, and facilities shall be made available on request and without reimbursement.

(c) The Commission shall provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement and accounting for all funds provided to it. The Comptroller General of the United States shall have access for the purpose of audit and examination to any books, documents, papers, and records of the Commission which are pertinent to such funds.

SEC. 9. (a) There are hereby authorized to be appropriated not to exceed $1,500,000 to carry out the purposes of this Act. Such moneys as may be appropriated shall be available to the Commission until expended.

(b) Notwithstanding any other provision of this Act, authority to enter into contracts, to incur obligations, or to make payments under this Act shall be effective only to the extent, and in such amounts, as are provided in advance in appropriation Acts.

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Senator WALLOP. We have a very full witness list, so I would ask all of you to summarize your written testimony in your oral statements, ask that you limit your oral testimony to 5 minutes, and your full written statements will be placed in their entirety in the hearing record.

The hearing record will remain open for 10 days. Let me urge those who have been asked to respond to questions to do so as soon as possible.

I have two other statements besides the statement of Senator Jackson that should go into the record—one is the statement of Senator Bennett Johnston and the other is the statement of Congressman Manuel Lujan, Jr., with regard to this bill.

[The prepared statements of Senator Johnston and Mr. Lujan follow:]

STATEMENT OF SENATOR J. BENNETT JOHNSTON

Mr. Chairman, I want to thank you for scheduling these hearings today on S. 1090, legislation to examine recreation opportunities in America on the occasion of the 20th anniversary of the final report of the Outdoor Recreation Resources Review Commission (ORRRC). The landmark work done by ORRRC in the early 1960's has shaped outdoor recreation policy in this country for two decades. It has served and continues to serve us well.

The bill before us today, of which I am a cosponsor, creates a new Commission, patterned after the original ORRRC, to reassess and re-evaluate recreation policy and programs in America. Like its predecessor, the Commission will be bi-partisan and comprised of citizens as well as members of the Congress. The Commission is charged with preparing and submitting to the President and the Congress within 18 months a comprehensive review of outdoor recreation in America.

Mr. Chairman, the 20 years that have intervened since the original ORRRC report was issued have been of tremendous social and economic change in this country. It makes sense to me to revisit the findings and conclusions of the ORRRC in light of these changes. I hasten to add, Mr. Chairman, that I make this suggestion not because I view the original ORRRC recommendations and the programs that emanated from them as no longer relevant or useful. Instead, I see this as a useful tool to increase and update our information base and to provide the Congress with the input it needs to make rational recreation-related decisions for the 1980's and beyond.

STATEMENT OF THE HONORABLE MANUEL LUJAN, JR., WITH REGARD TO S. 1090, BEFORE THE SENATE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATERS, COMMITTEE ON ENERGY AND NATURAL RESOURCES,

SEPTEMBER 23, 1983

MR. CHAIRMAN, I WANT TO COMMEND YOU FOR YOUR FORESIGHT, INTEREST AND LEADERSHIP IN NOT ONLY BEING THE PRINCIPAL SPONSOR TO INTRODUCE THIS IMPORTANT LEGISLATION, S. 1090, BUT ALSO FOR YOUR PROMPT SCHEDULING OF ACTION ON IT. I NOTE THAT NEARLY A MAJORITY OF YOUR COLLEAGUES IN THE SENATE ARE COSPONSORS OF THE BILL, AND THAT IT HAS BIPARTISAN SUPPORT. I THINK THIS IS STRONGLY INDICATIVE OF THE IMPORTANCE AND TIMELINESS OF THE ACTIONS CALLED FOR BY THIS BILL.

I AM PROUD TO SAY, MR. CHAIRMAN, THAT CONGRESSMAN UDALL, THE CHAIRMAN OF OUR HOUSE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, AND I, ALONG WITH CONGRESSMAN BEREUTER, INTRODUCED A COMPANION MEASURE IN THE HOUSE ON APRIL 28, 1983. THAT BILL IS IDENTICAL TO S. 1090, AS INTRODUCED, AND IT NOW HAS 84 CO-SPONSORS.I NOTE THAT THE SENATE SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS, WHICH SHARES JURISDICTION OVER THE MATTER WITH YOUR SUBCOMMITTEE, HAS REPORTED THE BILL WITH SEVERAL AMENDMENTS. I THINK THE CHANGES THEY HAVE MADE ARE CONSTRUCTIVE ONES, AND I HOPE THAT YOUR SUBCOMMITTEE, AS WELL AS OUR HOUSE COMMITTEE, WILL LOOK ON THEM WITH FAVOR.

MR. CHAIRMAN, AGAIN, I THINK THIS IS A VERY IMPORTANT PIECE OF LEGISLATION, AS DO OBVIOUSLY MANY OF OUR COLLEAGUES, AS INDICATED BY THE MEASURES' COSPONSORSHIP. IT IS MY HOPE THAT YOUR SUBCOMMITTEE WILL ACT ON THIS MATTER EXPEDITIOUSLY AND BRING ABOUT ITS PROMPT APPROVAL BY THE SENATE. CURRENT INDICATIONS ARE THAT THE HOUSE MAY NOT BEGIN ACTION ON THE MATTER UNTIL THAT POINT.

I CAN ASSURE YOU, MR. CHAIRMAN, THAT IT IS MY INTENTION TO FULLY SUPPORT BOTH THE THRUST AND THE MOVEMENT OF THE LEGISLATION IN THE HOUSE. WITH THE FULL INTEREST AND COOPERATION OF BOTH BODIES, THERE IS NO REASON WHY WE CAN'T SEE THIS MEASURE MATERIALIZE INTO LAW BY EARLY NEXT YEAR.

I APPRECIATE THE OPPORTUNITY TO PRESENT MY VIEWS, AND I REMAIN WILLING TO ASSIST THE PROGRESS OF THIS MEASURE IN ANY WAY THAT I CAN.

Senator **Wallop**. Now, the first panel is Mr. Laurance S. Rockefeller—forgive me Senator Chafee, did you have an opening statement?

STATEMENT OF HON. JOHN H. CHAFEE, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator **Chafee**. Thank you, Mr. Chairman.

Unfortunately, I have an amendment on the floor at 10 o'clock that I must go prepare for, but I want to commend you for the sponsorship of this bill.

I am a cosponsor. I wish I could stay to hear the witnesses. I want to say that these witnesses have all participated so helpfully in the past in our outdoor recreation efforts and the preservations of our natural resources.

I have had the privilege of working with many of them in the effort that was successful for the Barrier Beach and Island legislation, and I am very hopeful that we can go forward with this commission, and that this legislation will be successful.

I am confident that it will be, and I want to congratulate all, Mr. Rockefeller and Mr. Diamond, and all the record who have done such successful and heart-warming work for this Nation in the past.

I wish I could stay.

Thank you, Mr. Chairman.

Senator **Wallop**. Thank you very much, John.

Chic, do you have a statement?

[No response.]

Senator **Wallop**. Well, we will begin with the first panel, and I will also ask that panel's indulgence of Mr. F. Lee Bailey, who has a 10:30 a.m. flight, and did want to be heard, so that he might join them instead of waiting until the third panel which would force him to miss that airplane.

But the first panel is Mr. Laurance S. Rockefeller, the chairman of the Outdoor Recreation Resources Review Commission, and member, ex officio of the Outdoor Recreation Policy Review Group.

Aha—it is not a bad idea, I am told to have the administration after that, and if the administration will indulge me on that, I will. There is something about the change of seasons.

And Mr. Henry Diamond, chairman, of the Outdoor Recreation Policy Review Group; Dr. Emery Castle, president, of the Resources for the Future; Mr. William Penn Mott, president of the California State Parks Foundation; Mr. Patrick Noonan, president of Conservation Resources; and Mr. William K. Reilly, president of the Conservation Foundation.

Now, it is with great pleasure that I introduce you, and, Mr. Rockefeller, given your previous presence, and potentially future role in this, we will slip the 5-minute rule on your behalf; but I want others to take no precedential note of that.

STATEMENT OF LAURANCE S. ROCKEFELLER, CHAIRMAN, OUTDOOR RECREATION RESOURCES REVIEW COMMISSION AND MEMBER, EX OFFICIO, OUTDOOR RECREATION POLICY REVIEW GROUP

Mr. **Rockefeller.** Thank you, Mr. Chairman, very much. The panel is delighted with the opportunity to appear before you.

My name, as indicated, is Laurance S. Rockefeller. I had the privilege of serving as chairman of the Outdoor Recreation Resources Review Commission from 1959 through its report in 1962.

I have also served as chairman of the New York State Council of Parks and in a number of other roles in the parks, recreation, and conservation field at various levels of government as well as in the private sector.

Mr. Chairman, our committee wishes to join with you in paying tribute to our leader and friend, Senator Henry Jackson.

Scoop was one of the leaders of the original ORRRC Commission.

As chairman of the Interior Committee, he had a central role in translating ORRRC's recommendations into reality. Earlier this year, when we published our study report on the need for a new ORRRC, we immediately went to call on Senator Jackson. As always, he was supportive and enthusiastic.

We discussed the possibility that he would again take a leadership role in the new ORRRC, and he seemed eager to do so. We shall miss him.

I heartily support the concept of a new Outdoor Recreation Review Commission. It is a timely concept which can produce substantial national benefit. I urge that the legislation before you be enacted and funded promptly so that the new commission can get to work right away.

This conclusion was not reached lightly. A number of people, led by the National Park and Recreation Association, suggested that upon the 20th Anniversary of the original ORRRC there be a new study. It seemed wise to make a somewhat detailed review of whether this would be a useful idea before urging the Congress to support it.

I, therefore, asked six leaders in the field of parks and outdoor recreation, who had great experience in policy issues, to join with me in a review to see if a new ORRRC study might be useful.

The group consists of Emery Castle, president of Resources for the Future; Sheldon Coleman, chairman of the Coleman Co.; William Penn Mott, president of the California State Parks Foundation; Pat Noonan, president of Conservation Resources, and Bill Reilly, president of the Conservation Foundation.

Henry Diamond, the editor of the original ORRRC report and now a Washington attorney, served as chairman of the group. I served as an ex officio but active member.

I am pleased that most of our group are with us today and will expand on my overview statement. We carried out a 6-months review of developments since the original ORRRC report. We asked ourselves the following questions:

What has happened to the demand for outdoor recreation in the 20 years since ORRRC?

What has happened to supply?

What changes, if any, should be made in the mechanism to match supply with demand?

We found that the 20 years from 1962 to 1982 were years of enormous change in America. During that period we experienced the women's movement, the civil rights movement, the trauma of the Vietnam war, explosive inflation; and, finally, the deepest recession since World War II, which brought hardship to many and concern to all.

All of this had impact upon outdoor recreation in addition to the normal demographic factors, such as population growth, increased income and travel, which were predicted.

We reviewed the role of outdoor recreation in American life in the light of these political, social, and economic shifts. The central conclusion we reached is that outdoor recreation is more important than ever before.

The term "outdoor recreation" itself may not be as prominent on the agenda of national issues, but, in fact, we found that more Americans are participating more often in outdoor recreation.

We found that outdoor recreation is closely related to the surging demand for physical fitness and to the concern for environmental quality, which has become so important over the past two decades.

We found, however, that the supply of outdoor recreation has not kept pace with the increased need. To be sure, there have been increases in the available supply, and there have been substantial achievements.

The Congress enacted many of the recommendations of the original ORRRC and other programs as well. The result we can all point to with pride is the land and water conservation fund, the Wilderness Act, the new parks and national recreation areas, the trailways system, the scenic rivers system, and the other acts which have increased our national recreational state.

While it it not precisely possible to match supply and demand, we believe, despite this progress, that the provision of public recreation opportunities has simply not kept pace with the need.

Our review also confirmed that there is a trend for government to do less. There have been dramatic cutbacks in the last 2 years. We found that the downward trend is not only at the Federal level, but at other levels as well; and, in fact, that it predates January 1981. We are concerned that in the face of growing need, the Federal Government effort is being reduced without coordinating with other levels of government and the private sector.

We are encouraged that there does seem to be a surge in interest in the provision of recreation opportunities by private sources, both profit and nonprofit.

In some areas, the commercial recreation facilities fill an important need, and we believe that with proper encouragement they could do even more. The nonprofit sector has shown dramatic growth, and the old American habit of solving problems with voluntary action rather than necessarily by government help has proved true in the outdoor recreation field.

The central conclusion we reached is that it is important to have a new thorough study of these problems. We believe that the changes in American society and the changes in the levels of effort on the private and public side require a reevaluation of our national outdoor recreation strategy. It may be that the Federal Government should be doing less, but we believe this strategy should be carefully analyzed and reviewed before it is embraced.

Possible shifts in responsibilities among levels of government need to be thought through. We need to know more about both supply and demand and the public and private means for bringing the two in balance. Thus, we come to the recommendation of a new Outdoor Recreation Resources Review Commission.

We urge that the new Commission have the characteristics of the original ORRRC. That is, it should have full congressional participation; it should be bipartisan; and it should be independent in funding and staff. We thoroughly considered other options and found this pattern to be the most attractive one.

In our view, the bill before you accomplishes these goals. We find that these changes brought about by the Governmental Affairs Committee are acceptable. They do increase citizen participation, and that may be useful. It does create a Commission somewhat larger than we originally recommended, but still of manageable proportions.

In sum, we find this bill entirely consistent with the needs we found in our review. Let me close with a note of urgency. We believe that this Commission should go forward with its work promptly. We strongly recommend that the bill be passed this year, and that funds be appropriated promptly so that the Commission can go to work.

We believe that the new ORRRC will be of maximum usefulness if it reports early in 1985.

Regardless of who is inaugurated in January of that year. The start of a new term or a new Presidency is always a time of new beginnings and new initiatives. We believe that the work of this Commission, if it does its work well, will find a receptive audience in a reelected or newly elected President.

We urge that you set the machinery in motion to bring that report to his desk in a timely fashion by creating the new ORRRC and giving it the money to do its job this year.

Thank you, sir, very much.

Senator WALLOP. Thank you very much, Mr. Rockefeller.

Mr. Diamond.

STATEMENT OF HENRY L. DIAMOND, CHAIRMAN, OUTDOOR RECREATION POLICY REVIEW GROUP

Mr. DIAMOND. Mr. Chairman. We—the rest of our group—will just expand very briefly on Mr. Rockefeller's comments well within your time limit.

We are grateful for the courtesy of allowing us all. We were a group which reported unanimously. Sheldon Coleman, the president of the Coleman Co., was an active and very important contributor to our group. He had a longstanding commitment and can't be here, but he asked me to express his strong support for this legislation.

It seems useful, Mr. Chairman, if I expand, in one slight area, and that is the—presenting a little more detail on the changes we saw in American life. They have really been extraordinary over the past 20 years. Of course, they have had an impact on outdoor recreation.

Most of us are familiar with the impressive changes and statistics about outdoor recreation. Expenditures have soared. Nationally, leisure expenditures, we know, have grown from $58 billion in 1965 to $244 billion in 1981.

The visitation figures in the parks themselves show a similar dramatic increase.

But we looked also at the factors that brought about these changes. Some we expected. In fact, ORRRC predicted them. There has been population growth; there are more Americans; they travel more; they have more money; and they have more leisure time.

But there have been other major changes which we didn't expect. The decades of the 1960's and the 1970's were the decades of Vietnam, the assassination of national leaders, Watergate, and a dramatic change in the role of women and the family.

As you have pointed out, Mr. Chairman, over half the married women have employment outside the home. The traditional family—the working husband, the housewife, and two or more children—is still very much on the American scene, but it is on the decline.

Today, 25 percent of the population lives in a household of a single individual, or two or more unrelated individuals, or a single parent family. These changed family units are increasingly likely to live in condominiums or apartments rather than the traditional single family home with its own yard.

And this has enormous impact for outdoor recreation. There has also been a basic change in attitude among many people. There is now a greater priority and emphasis on leisure rather than work. All of this has enormous impact on outdoor recreation policy. Our short study could not assess all these impacts sufficiently. We did, however, come to the clear conclusion that outdoor recreation—

perhaps not by that name—is more important now than it has ever been in American life, for these three reasons:

One, as a continuing source of our national vitality, it is an important factor for strength and well-being when individuals and society must adjust to change.

And, second, as a component of the national economy, outdoor recreation provides jobs and contributes to our continuing economic recovery.

And, finally, an aspect perhaps too little considered is that outdoor recreation resources contributes to solving environmental quality problems, protecting wilderness and controlling air and water pollution, are, in fact, providing outdoor recreation, but they are also protecting our long-term environment.

In the light of these findings, our central recommendation was unanimous and enthusiastic. There should be a new ORRRC study to help us meet the new challenges. We believe that study should start promptly so that it can be the basis of national policy by 1985.

Thank you, Mr. Chairman.

Senator WALLOP. Thank you, Mr. Diamond.

[The prepared statement of Mr. Diamond follows:]

Testimony of Henry L. Diamond before the Senate Committee on Energy and Natural Resources on S. 1090 to Establish a National Outdoor Recreation Resources Review Commission

September 23, 1983

My name is Henry Diamond. I served as chairman of the study group convened by Mr. Rockefeller to assess the need for a new national study of outdoor recreation. Earlier I served as editor of the original ORRRC report and subsequently served as the first Commissioner of Environmental Conservation in New York State when that Department was created by Governor Nelson A. Rockefeller.

It might be useful if I expanded upon Mr. Rockefeller's presentation by presenting more detail on the changes we saw in American life and how they affect outdoor recreation.

We found that the importance of outdoor recreation has increased by whatever measure one looked at:

Expenditures have soared. Nationally, leisure expenditures have grown from $58 billion a year in 1965 to $244 billion a year in 1981, a 47% increase in inflation adjusted dollars. One out of every 15 jobs in the country is directly related to the pursuit of leisure, and outdoor recreation makes up a substantial part of those leisuretime expenditures.

Visitation figures show a similar dramatic increase in parks and recreation areas across the country. Reliable statistics are not easy to come by, but it is clear that outdoor recreation participation has gone up not only because of more people and more leisuretime but also because of more individual participation.

We looked at the factors which have fueled these changes. Some we expected. The original ORRRC predicted them. There has been population growth; there are 42 million more Americans than there were in 1960; income has increased, and amount of leisure-time has increased.

But there have been major changes which we didn't expect. The two decades of the 60's and 70's were the decades of Vietnam, the assassination of national leaders, Watergate, and a dramatic change in the role of women and the family.

Today, over half the married women have employment outside of the home. The traditional family, the working husband, the housewife and two or more children, is still on the American scene, but it is on the decline. Today, 25% of the population lives in households of a single individual, two or more unrelated individuals, or a single parent family. These changed family units are increasingly likely to live in condominiums or apartments rather than the single family home with its own yard as has been the tradition.

There has also been a basic change in attitude among many people. There is now a greater emphasis on leisure and a higher value given to a lifestyle in which work is not the primary goal. Employees are demanding amenity and access to leisure opportunities as well as earnings.

All of this has enormous impact on demand for outdoor recreation and the kind of outdoor recreation that will be needed. There is an important dynamic at work here. Our short study could not assess these impacts sufficiently to understand clearly the ramifications for national policy.

We did, however, come to the clear conclusion that outdoor recreation is more important than ever in American life:

1. As an integral part of American life, it is a continuing source of national vitality, an important factor at a time when individuals and society must adjust to rapid change.
2. As a major component of the national economy, outdoor recreation can provide jobs and contribute to the nation's economic recovery.
3. Providing outdoor recreation resources contributes to solving environmental quality problems -- such as protecting wilderness and controlling air and water pollution.

In the light of this finding, our central recommendation is unanimous and enthusiastic. There should be a new ORRRC study to help us meet the new challenges. We believe that study should start promptly so that it can be the basis of national policy by 1985.

Senator WALLOP. Dr. Castle.

STATEMENT OF DR. EMERY N. CASTLE, PRESIDENT, RESOURCES FOR THE FUTURE, INC.

Dr. CASTLE. Thank you, Mr. Chairman.

It is a pleasure to join my colleagues in endorsing a second comprehensive national review of outdoor recreation in America to occur some two decades after the first. Such a review, I believe, holds the prospect of doing much good.

Senator, if outdoor recreation is to play the constructive role in our society that it has in the past, new policies must be adopted. We badly need a better sense of what should be done by the Federal establishment, by other units of Government, and by the private sector.

Obviously, there is a limit to the acreage that should be acquired by the Federal Government and for such purposes. Yet, the political debate we have had on the subject too frequently has confused rather than clarified the issues.

The supply of outdoor recreation is often equated with acres of land that can be put to outdoor recreation uses. Yet, upon reflection, we all know that supply can be increased by improving road access, through better transportation, by improving campgrounds, picnic areas, trails, and other visitor facilities, by managing the natural and cultural resources to increase visitor satisfaction, as well as by developing interpretive and educational programs.

Thus, the debate over land acquisition needs to be made more realistic by focusing on these and other means of increasing supply. If we do that, I believe we will find that acres of land owned by the Federal Government for outdoor recreation should neither be held constant nor increased enormously.

Certainly, it is true that we must use all of our recreational resources, including land, more efficiently if our society is to be well served. Consider, for example, the enormous increases in efficiency that have occurred during this century in the way land is used by American agriculture.

Cropland harvested has been remarkably stable for several decades, but agricultural output has increased enormously.

While comparable improvements probably cannot be made in the way outdoor recreation land is used, it is important that we recognize that in the future we will need to combine other resources with land much more than we have in the past. And our incentives need to be structured so that those possibilities not only will be considered but also will not be prevented from happening.

This is most important, because, as we have just heard, we know that the demand and the need for outdoor recreation will most certainly increase greatly.

At my organization, Resources for the Future, studies of outdoor recreation were begun in the 1950s and have continued through the present. These studies show that a great many things that can be done to improve on the way outdoor recreation resources are managed in the United States. Yet, a substantial gap exists between the research findings which are available and the managerial and political processes which are used.

Mr. Chairman, the proposed review gives us hope that this gap can be closed and that our recreational resources can be put to more effective use.

Thank you for this opportunity to speak on behalf of the review and for improved management of our recreational resources.

Senator WALLOP. Thank you very much, Dr. Castle.

Mr. Mott.

STATEMENT OF WILLIAM PENN MOTT, JR., PRESIDENT, CALIFORNIA STATE PARKS FOUNDATION

Mr. MOTT. Mr. Chairman and members of the committee, I would like to make a few remarks to supplement those of my colleagues.

My name is William Penn Mott. I live in Orinda, Calif., and work in Oakland, Calif.

My perspective is that of an administrator of public parks at the local and State levels, having served as superintendent of parks in Oakland, Calif., general manager of the East Bay Regional Park District, a multicounty district serving Alameda and Contra Costa Counties, and director of the California State park system, under then Gov. Ronald Reagan.

I am now president of the California State Park Foundation, which assists the California Department of Parks and Recreation in the acquisition and development and interpretation of the system.

Since its founding 14 years ago, we have contributed over $50 million in cash, land, or artifacts to the California State parks system.

This form of cooperation between a not-for-profit organization, and a governmental body may be one of the opportunities that the assessment may give direction to.

Since our committee has been collecting statistics, two trends are consistent in the pattern of outdoor recreation participation. One, the overwhelming majority of participants occur within an hour's drive of a person's residence; and, two, more and more people are engaged in an ever-widening variety of recreation activities.

Twenty years ago, ORRRC recognized that it was at the State and local levels, where the bulk of the public recreation needs were satisfied. The Nation's experience continues to bear out a few of these contentions.

A few facts—all 50 States now have park and recreation systems. Many departments managing many acres of land, and contributing hundreds of millions of dollars to the economy.

Nearly 5,000 local governments administer park and recreation facilities and programs close to where the public lives and works. State and local park and recreation areas annually serve tens of millions more visitors than do all Federal recreation providers combined.

But ORRRC also recognized that the public and private recreation providers are interrelated, and that they collectively form a national system critical and essential to the welfare and productivity of this country.

In 1982, $322 billion were spent in health care in the United States. An active, creative park and recreation system at all levels of Government can reduce this cost significantly.

Federal policy helps determine how effectively this system works. The specific shape and character of that policy affects the ability of the States and local governments to provide quality recreation opportunities.

In the last 20 years to meet growing recreation needs, State and local governments have acquired more than a million acres of land, and have spent many billions of dollars for new facilities.

In the last 5 years, cities alone have spent over $4 billion for renovation and rebuilding and developing park and recreation facilities; and, yet, the demand exceeds the supply.

The challenge for the 1980's will be to keep pace with demand, and to find better and more innovative ways to effectively and efficiently manage these existing facilities, to develop new creative money sources, and to work cooperatively with the private sector. The key to success will be our ability to anticipate change.

Change at all levels will take place, and we must meet those changes. The State and local government are elements of the total recreational system. They need direction, support, information, and professional expertise.

Representing the Federal park and recreational community, I strongly support and recommend to you the approval of this Commission. I feel confident that it will address these issues and provide the leadership and direction critical to meet the challenges of the next 25 years that the park and recreation systems must meet.

Thank you very much for this opportunity to present these points of view.

Senator **Wallop**. Thank you, Mr. Mott.

Mr. Noonan.

STATEMENT OF PATRICK F. NOONAN, PRESIDENT, CONSERVATION RESOURCES, INC.

Mr. **Noonan**. Mr. Chairman, my remarks will be brief, and I will submit a written report for the record.

I would like to highlight, though, the private sector, the nonprofit sector, what I call the "unchallenged" sector.

There are over 10,000 nonprofit environmental conservation groups in America. They are still being formed at the rate of 300 a year. It is a booming industry. It is tremendous potential for involvement for financial support in its initiative. We do have broad support for this initiative. We do have the public officials, the corporations, individuals, and citizens, of course, and the nonprofit sector.

It would be my hope that this enterprise will galvanize and bring these groups together in a partnership effort for this important endeavor.

I would like and hope that should such a commission be launched that it could look at three areas specifically, as part of this partnership effort.

Why don't we have a National Endowment for the Environment, as we do for the arts and humanities, a catalyst for action for the voluntary sector?

Why don't we have a conservation trust fund that takes broad looks at our resource base in terms of multiple use, and fosters cooperation between our public land agencies?

And why don't we have professional career and volunteer training to encourage cooperation and partnership efforts?

The potential is unlimited.

We thank you, Senator, for bringing us to the threshold. We have an obligation to our children and our children's children for it.

Thank you.

Senator WALLOP. Thank you very much.

Bill Reilly.

STATEMENT OF WILLIAM K. REILLY, PRESIDENT, THE CONSERVATION FOUNDATION

Mr. REILLY. Thank you, Mr. Chairman.

I am William K. Reilly, president of the Conservation Foundation.

I would like to begin, sir—I also will submit a statement for the record, and will speak very briefly to one or two of the points which I think haven't quite yet been covered, touched on this morning.

I would like first to compliment you, sir, and this committee, for the important role that you have had in organizing the workshops that some of us here today were privileged to be a part of, and that I think contributed very significantly to the evolution of our ideas on this review group.

Looking back at ORRRC 20 years ago, it seems clear to me that recreation at that time was a way of reflecting a large number of concerns important to American conservation: protection of the land, establishment of the wilderness, conservation in and around urban areas, creation of wild and scenic rivers, and a whole mix of Federal institutional reforms and initiatives, and funding changes that were on that agenda, some very important conservationists, including Laurance Rockefeller and Joe Penfall of the Isaac Walton League who played leading roles at that time, in articulating the conservation vision that, to a very large degree, merged with the recreation vision.

Well, recreation needs have evolved and changed, and there isn't the same kind of perspective or even constituency today for what we think of as recreation, but to a very large degree, our efforts on behalf of recreation still serve those of the environment and conservation.

I think the conservation agenda has changed, and has expanded to include energy and toxics and the coast, and upper atmospheric concerns; and where the land is concerned, the whole protection of the landscape and the character of the country.

The Nation has changed in ways that are set out in the report. We have passed through a period in which our national conservation and recreation policies and programs have been very significantly altered, some of them defunded; others of them dismantled altogether. In funding, in scope, in priorities, in terms of the Federal apparatus and reorganization, we do not yet, we do not now have the same apparatus, the same policy coherence that he had that ORRRC envisioned for the country.

It seems to me that we have not yet responded to these changes as a country by considering what it is that we are going to put in place of these systems so substantially chanted and altered. You spoke, in your opening statement, sir, of a new vision of recreation. I think that it is possible to create in this Commission a rallying point for building that new vision; but also for building a new vision of conservation, a less divisive vision of conservation in America, a Commission that promises to be bipartisan, to include a public and private partnership, members appointed by the executive branch and by both Houses of the Congress, it seems to me, to be extremely well positioned to undertake a thoughtful, constructive, careful, and thorough review of where this country is and the kinds of recreation and conservation and environment needs that now face us, and that we presumably as a nation will be more able to confront in the period of economic recovery, which now happily looks like it lies in front of us.

So, I think this is an extraordinarily exciting and challenging task that S. 1090 sets before us, and I enthusiastically urge its support.

Thank you, sir.

Senator Wallop. Thank you, Mr. Reilly.

Mr. Bailey, would you—I understand your plane time constraints, and so we have slipped you up from a couple of panels down.

STATEMENT OF F. LEE BAILEY, PARTNER, MURRAY CHRIS-CRAFT

Mr. Bailey. Thank you very much, Mr. Chairman.

My prepared remarks are on file. I am Lee Bailey from Boston, Mass., representing Murray Chris-Craft Industries, the largest boat manufacturer in the country with plants in five States. We manufacture 80 models from yachts right down to small trailerable boats and have a large network of dealers, and through that network are able to keep in tune with whatever difficulties may lie within the marine industry.

We feel, as many of the panel members here today, that we are out of date and out of sync. Boating is a huge part of the recreation of America. I think most of us who spend our good dollars on it agree with the Vice President: it charges our batteries and gets us ready for Monday morning.

We are in an explosive period of market growth. We have gone from 15th to 1st in the country in the span of 2 years, and look at 9,000 units next year.

We are concerned that there will be the public facilities for the trailer boat class and others who don't have fancy yacht clubs or private marinas that can keep pace with the needs of the industry and the public, and we very thoroughly support Senate bill 1090.

We think that an update in the factfinding and analysis of the services available is very much in order.

Thank you.

Senator **Wallop**. Thank you, Mr. Bailey.

[The prepared statement of Mr. Bailey follows:]

STATEMENT BY F. LEE BAILEY, PARTNER, MURRAY CHRIS-CRAFT, ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

Thank you, Mr. Chairman, for giving me this opportunity to testify in support of S.1090, the National Outdoor Recreation Resources Review Act of 1983.

My name is F. Lee Bailey and I'm here today because I'm a boating nut -- have been since the age of four. In fact, I built my first dinghy when I was eight. In 1981 I joined G. Dale Murray and two other partners and bought Chris-Craft, the oldest boat manufacturer in the U.S.

I'm also here because I'm concerned that our federal government's current recreation policies are terribly out of sync with the needs of today's recreational public. With respect to its outdoor recreation policies, our federal government seems to be operating like a ship without a rudder. It has no clear direction, no forward momentum. Instead it drifts in one direction and then another as it's pulled and pushed by the shifting tides of other government priorities.

I'm at an economic point in my life where I'm more immune than most from the effects of present government recreation programs and policies. I can afford waterfront property or a ship at a private marina. My concern is for those in lower income brackets who depend upon public facilities.

The federal government's own surveys show that there are about 42 million motorboaters in this country and almost 11 million sailors. The vast majority of these are hard working Americans of modest means -- people who trailer their boats and depend upon access to public ramps and facilities.

What happens to these citizens when the Corps of Engineers decides to close, as it recently did, 16% of its boating facilities?

What happens to these citizens when our federal government proposes, as it did in 1980, to ban weekend motorboating as an energy conservation measure?

What happens when our government, at taxpayer expense, produces a television public service announcement -- as it did in the late 1970's -- portraying motorized recreations as "bad" and non-motorized activities as "good?"

What happens when Members of Congress propose to eliminate the interest deductibility of consumer credit?

Over the last few years I've spoken with thousands of boating consumers and dealers. And, in my judgement, the collective impact of these government actions -- both real and proposed -- has been devastating.

I don't believe that our government has deliberately set out to discriminate against boating and other forms of outdoor recreation in its policies and programs. What we're suffering from is a system in which outdoor recreation needs and concerns have consistently taken a back seat to other program and policy priorities. For example, Corps of Engineers facilities receive more recreation visitations than areas administered by our National Park Service. Yet because recreation is ancillary to other Corps responsibilities, it is much more susceptible to program cuts.

Our national forests host more recreation visitors than any other federally managed area. Here, again, recreation must compete for scarce management dollars with many other forest uses.

When Congress considers land management legislation -- such as Wilderness area designations -- the outdoor recreation needs of the public are often sublimated to competing demands between environmental and extractive industry interests.

With respect to energy policies, both Congress and past Administrations have repeatedly targeted recreations like boating as sacrifical lambs to be served up on the altar of energy conservation.

To resolve these serious problems, I am not suggesting that we create some new super agency to oversee outdoor recreation programs. What I am suggesting is that the current policies and management directives under which recreation-related agencies must operate (many of which have changed little in the past two decades) make it extremely difficult to effectively respond to the needs of today's recreation public.

Outdoor recreation in America is no longer a stepchild -- if it ever was. Over the past 20 years it has grown dramatically in terms of total recreation participation and in terms of its importance to our nation's economy. It is estimated that consumers spend well over $100 billion each year just on outdoor recreation, up from $17 billion in 1960. Of that, boating alone accounts for some $8 billion in total consumer expenditures -- made by millions of American families who have come to consider outdoor recreation as important to them as their most basic living necessities.

In a recent magazine article, another avid boater defined recreation as "the stuff that recharges our batteries and keeps us going -- both physically and mentally." I think the author of that statement, Vice President George Bush, accurately reflects the sentiments of most Americans.

What we need now is for government to rise to this challenge by developing recreation policies and programs in tune with the needs of the citizens it serves.

Through the establishment of a national commission on outdoor recreation I believe we will be taking an important and necessary first step toward achieving that goal.

Thank you.

Senator **Wallop**. I was struck by a couple of things listening to you respectively as a panel. One thing, it is not surprising that after 20 years the form has gone out of an initial thrust. That is one of the reasons why it is time and could be expected that we would need to revisit this.

Another was the statement that Mr. Diamond made, with which I agree, but I think it doesn't go far enough, when he said that outdoor recreation had a significant role in protecting the outdoor environment, which is true, but it has also had a significant role in effecting the outdoor environment, which is something that brings about one of the principal purposes of this legislation; and that is sort of an inventory of what we have compared with what we may need.

And some have asked why we—why I have been so specific in trying to limit this focus to outdoor recreation because clearly there is a correlation with outdoor and indoor recreation but the thing is about indoor, in my estimation, is that it is principally a question of finances and the will to build something, and while it would be nice to have something built tomorrow, the day after tomorrow is a possibility.

But with some of what we are trying to find out, and particularly throughout this bill, it keeps talking about identifying what we have, and if we lose what we have outdoors, it is going to be difficult to recreate, and therefore the time element, there is much more significance in the outdoor recreation aspect of what is healthy for America than is the indoors. I mean, in classic period, we would like to be able to do both, and indulge ourselves and our needs simultaneously; but in this instance the focus for outdoor recreation is principally needed because we have to keep in shape what we will need and do need presently and in the future.

So, that is why the thrust has been for outdoor, because I think that it is virtually impossible for us to go and reestablish something once it is lost.

And, again, Mr. Bailey, the idea of marine, whether fresh or salt, recreation is, though a widespread practice and pastime of many Americans, it is still a threshold event in terms of outdoor recreational opportunities. And I agree with you. I think that is one of the things that the Commission will be able to dc in expanding outdoor recreational opportunities is to make best of our use of the waters of the country than have been to date.

All of those things dovetail into the direct purpose of this, which is to find and identify not only the needs but what we have to fill the needs with and what we will need even after this next 20 years is past, because if I don't miss my guess, the focus will again have gone out of it after another two decades and we will have, one way or the other, to revisit plans that are here.

Mr. Rockefeller, I very much appreciate your remarks; but, in particular, I appreciate what you not only did with the first Commission but with the Policy Review Commission, and I wonder what role, if any, you might be willing to play in a new Commission, in the new Commission—I am not saying a new one; I assume we will have this one.

Mr. **Rockefeller**. Well, my enthusiasm is undiminished. My personal availability may not be as great as it was 20 years ago, but in anything in the way of advisory, honorary, or cheerleader of the group, I want to participate, and I will participate within the limits of my ability.

I will look forward to the opportunity of doing so.

Senator WALLOP. Thank you very much, sir.

I appreciate all of your statements, all of your work that has gone into bringing us to the point where we have this hearing today; and it is my hope—I'm sorry, I do beg your pardon.

Senator HECHT. Mr. Chairman, I just want to compliment you on calling this hearing, and to all of you, I am a new Senator. I am from the State of Nevada; and we are a State that abounds in outdoor recreation, and I appreciate your taking the time to come here, and I look forward to working with you in the years ahead.

And, again, I compliment you for getting such a group together this morning.

Senator WALLOP. Thank you very much, and I apologize for not having called on you.

Again, thank you to the panel. I appreciate it very much.

Mr. ROCKEFELLER. Thank you, Senator.

Senator WALLOP. Now, that fall is an hour closer than it was, we will call on the administration to present their testimony, in the form of the Deputy Director of the National Park Service, my friend, Mary Lou Grier; and Mr. Dale Robertson, Associate Chief, of the U.S. Forest Service.

Good morning.

STATEMENT OF MARY LOU GRIER, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Ms. GRIER. Good morning, Mr. Chairman.

I appreciate the opportunity to appear before your committee to make comments on behalf of the Department on S. 1090.

I will be very brief in my remarks, and have my full statement ready for the record.

This bill, I think, takes up, as we have heard, an earlier effort that has produced so much good for this country. And all of the provisions of the original ORRRC that we heard about this morning, land and water conservation fund, wild and scenic rivers, trail systems—as everyone has stated—need a new look. The tremendous change that has been brought about in this country and continues to occur requires that we look at it.

The idea of the partnership, the new mode of cooperation between all of the various entities—public, private, nonprofit—I think bodes well. I think this Commission can accomplish so much in the future to set the course of what the policy will be in the area of outdoor recreation.

The Department of the Interior, ever since 1962 and the passage of the Land and Water Conservation Fund Act, has had responsibility for those programs.

We have been vitally interested in and have been working with the original group looking at the reassessment process. The Secretary spoke with Mr. Rockefeller and encouraged him to create the review group. We have provided a great deal of support and staff to the work of that group.

And, on behalf of the Department, we wholeheartedly support S. 1090, and what it will do. We would offer a few just general observations for your consideration.

No. 1, we think an effective commission should have a well-defined purpose, and specific charge so that it may come up with useful recommendations.

We think it should be small enough to allow all of its members to be heard as active participants and to function efficiently.

We like the provisions of S. 1090 as initially introduced. We do not have any objections to the increase in membership that is now in the recommendation.

We think an effective commission must have a specific deadline and a relatively short period to complete its work. The 18 months, as specified in S. 1090, should be adequate for the Commission to do its work and be responsive.

I also have a few technical points that will be in the statement, Mr. Chairman, but I think basically the important thing is that the United States has changed over the last 20 years, and we have begun the process of change in Federal policies to provide outdoor recreation opportunities in the years and decades ahead. We look forward to a continuing discussion of additional changes in public policy and to real progress to assure outdoor recreation resource sufficiency in America's 21st century.

We will cooperate fully with the Congress in such discussions, and with the proposed Commission in its work.

Thank you very much, Mr. Chairman. I will be happy to answer any questions.

Senator WALLOP. Thank you very much, and I appreciate the administration's report for this effort.

[The prepared statement of Ms. Grier follows:]

STATEMENT OF MARY LOU GRIER, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, CONCERNING S. 1090, THE PROPOSED "NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983," BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES.

SEPTEMBER 23, 1983

MR. CHAIRMAN, I APPRECIATE THE OPPORTUNITY TO TESTIFY ON BEHALF OF THE DEPARTMENT OF THE INTERIOR ON THIS LEGISLATION.

AS INTRODUCED, S. 1090 WOULD ESTABLISH A 15-MEMBER NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION CONSISTING OF 4 SENATORS, 4 REPRESENTATIVES, AND 7 CITIZEN PRESIDENTIAL APPOINTEES, AND AN ADVISORY COUNCIL OF NO SPECIFIED NUMBER. THE COMMISSION WOULD BE DIRECTED TO UNDERTAKE AN EXAMINATION AND EVALUATION OF EXISTING AND POTENTIAL PUBLIC OUTDOOR RECREATION LAND AND RESOURCE AREA POLICIES, PROGRAMS, AND OPPORTUNITIES. A REPORT TO THE PRESIDENT AND CONGRESS IS REQUIRED TO BE SUBMITTED BY THE COMMISSION WITHIN 18 MONTHS OF THE APPOINTMENT OF COMMISSION MEMBERS. THE COMMISSION WOULD CEASE TO EXIST NOT LATER THAN 6 MONTHS AFTER SUBMISSION OF THE REPORT. THE BILL WOULD AUTHORIZE NOT TO EXCEED $1.5 MILLION TO CARRY OUT ITS PURPOSES.

AS REPORTED ON AUGUST 3, BY THE COMMITTEE ON GOVERNMENTAL AFFAIRS, THE BILL IS MODIFIED IN TWO SIGNIFICANT RESPECTS: THE MEMBERSHIP OF THE COMMISSION IS INCREASED BY 3 CITIZENS APPOINTED BY THE PRESIDENT OF THE SENATE AND 3 CITIZENS APPOINTED BY THE SPEAKER OF THE HOUSE; AND LANGUAGE IS ADDED IN SECTION 7 DIRECTING THE COMMISSION TO CONSIDER FINDINGS AND RECOMMENDATIONS OF THE NATIONAL URBAN RECREATION STUDY (1978) AND THE THIRD NATIONWIDE OUTDOOR RECREATION PLAN (1979). WE HAVE NO OBJECTION TO EITHER PROVISION.

THIS BILL IS SIMILAR TO THE OUTDOOR RECREATION RESOURCES REVIEW ACT, APPROVED JUNE 28, 1958 (72 Stat. 238), WHICH CREATED THE OUTDOOR RECREATION RESOURCES REVIEW COMMISSION, COMMONLY REFERRED TO AS "ORRRC". THE ORRRC REPORT AND RECOMMENDATIONS DID, AS STATED IN S. 1090, "CONTRIBUTE SIGNIFICANTLY TO THE PROTECTION OF OUR LAND AND WATER RESOURCES AND THE EXPANSION OF RECREATION OPPORTUNITIES," AND, IN FACT, HAVE GUIDED PUBLIC POLICY SINCE 1962. AMONG ITS RECOMMENDATIONS WERE CREATION OF THE LAND AND WATER CONSERVATION FUND AND ESTABLISHMENT OF THE SYSTEMS TO PRESERVE WILD AND SCENIC RIVERS, NATIONAL TRAILS, AND WILDERNESS AREAS. THE PHENOMENAL INCREASE IN AMERICANS' INTEREST IN OUTDOOR RECREATION, THE ASSOCIATED GROWTH OF PRIVATE RECREATION AND LEISURE BUSINESSES TO A NEARLY $250 BILLION-A-YEAR INDUSTRY, THE EVOLUTION AND EXPANSION OF GOVERNMENTAL PROGRAMS AND ROLES, AND THE MANY OTHER CHANGES IN OUR ECONOMY AND OUR SOCIETY IN THE LAST TWO DECADES MAKE A REVIEW OF PUBLIC POLICY BOTH TIMELY AND NECESSARY.

THE DEPARTMENT OF THE INTERIOR HAS REVIEWED AND BROUGHT CHANGE TO FEDERAL POLICIES ON OUTDOOR RECREATION DURING THE PAST SEVERAL YEARS IN RECOGNITION OF THE CHANGED CIRCUMSTANCES WE FACE IN THE 1980'S. SECRETARY WATT PERSONALLY DISCUSSED THE NEED FOR AN ASSESSMENT OF NATIONAL OUTDOOR RECREATION POLICY WITH PUBLIC AND PRIVATE ORGANIZATIONS AND INDIVIDUALS BEGINNING IN THE FALL OF 1981. IN THE SPRING OF LAST YEAR, THE SECRETARY AND LAURANCE ROCKEFELLER, WHO SERVED AS CHAIRMAN OF ORRRC, ENGAGED IN A SERIES OF EXCHANGES OF IDEAS ABOUT A REVIEW OF ORRRC'S WORK. THE SECRETARY ENCOURAGED MR. ROCKEFELLER TO BRING HIS KNOWLEDGE, LONG EXPERIENCE AND SKILLFUL LEADERSHIP TO BEAR IN

THE SEARCH FOR INNOVATIVE SOLUTIONS AND NEW DIRECTIONS IN MEETING AMERICA'S OUTDOOR RECREATION NEEDS FOR THE NEXT TWO DECADES. AS A RESULT OF THOSE DISCUSSIONS, MR. ROCKEFELLER SPONSORED THE FORMATION OF THE OUTDOOR RECREATION POLICY REVIEW GROUP AND THE DEPARTMENT OF THE INTERIOR SUPPORTED THE GROUP'S EFFORTS. THE SECRETARY AND THE DEPARTMENT LOOK FORWARD TO CONTINUING PUBLIC DISCUSSION OF AMERICA'S CHANGING OUTDOOR RECREATION NEEDS AND SUPPORT THE PASSAGE OF S. 1090 AND THE CREATION OF A NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION AND AN ADVISORY COUNCIL.

BASED UPON OUR EXPERIENCE IN SUPPORTING THE WORK OF ORRRC AND VARIOUS OTHER FEDERAL COMMISSIONS AND ADVISORY COUNCILS, WE WOULD OFFER THE FOLLOWING GENERAL OBSERVATIONS ON S. 1090 FOR YOUR CONSIDERATION:

1. AN EFFECTIVE COMMISSION MUST HAVE A WELL-DEFINED PURPOSE AND SPECIFIC CHARGE IN ORDER TO PRODUCE USEFUL RECOMMENDATIONS. IF THE CHARGE IS OVERLY BROAD OR TOO GENERAL, THEN THE COMMISSION CAN SPEND A GREAT DEAL OF ITS TIME AND EFFORT DEFINING ITS FOCUS AND THE QUALITY AND USEFULNESS OF ITS REPORT AND RECOMMENDATIONS CAN SUFFER AS A RESULT. WE BELIEVE S. 1090 DEFINES A MANAGEABLE SCOPE OF WORK AS WRITTEN.

2. AN EFFECTIVE COMMISSION MUST BE SMALL ENOUGH TO ALLOW ALL OF ITS MEMBERS TO BE HEARD AS ACTIVE PARTICIPANTS AND TO FUNCTION EFFICIENTLY. LARGER GROUPS REQUIRE MORE FORMAL ORGANIZATION AND PROCEDURE WHICH CAN HAMPER COMMUNICATION AND EFFICIENCY. WE HAVE ALSO FOUND A GREATER TENDENCY TOWARD NARROW ADVOCACY AMONG THE MEMBERS OF LARGER COMMISSIONS, WHILE THE SMALLER GROUPS TEND TO EMPHASIZE

COOPERATION, COMPROMISE AND CONSENSUS AND, THEREFORE, ARE MORE PRODUCTIVE. WE BELIEVE THE SIZE OF THE COMMISSION PROPOSED IN S. 1090 AS INTRODUCED IS MOST APPROPRIATE, AND THE SUCCESSFUL EXPERIENCE OF THE 15-MEMBER ORRRC IS EVIDENCE OF THAT FACT. WE WOULD NOT RECOMMEND EXPANDING THE COMMISSION BEYOND THE 21 MEMBERS IN THE BILL AS REPORTED BY THE COMMITTEE ON GOVERNMENTAL AFFAIRS.

3. AN EFFECTIVE COMMISSION MUST HAVE A SPECIFIC DEADLINE AND A RELATIVELY SHORT PERIOD TO COMPLETE ITS WORK. THE MEMBERS OF FEDERAL COMMISSIONS ARE ACCOMPLISHED CITIZENS WHO HAVE OTHER DEMANDS ON THEIR TIME AND DESERVE THE PREDICTABILITY OF A SPECIFIC, REASONABLE TIMEFRAME IN RETURN FOR THEIR SERVICE. WE HAVE ALSO FOUND THAT A SHORTER PERIOD LENDS A SENSE OF IMMEDIACY TO THE COMMISSION'S WORK WHICH HELPS ITS EFFICIENCY. WE BELIEVE THE DEADLINE OF 18 MONTHS SPECIFIED IN S. 1090 IS ADEQUATE TIME FOR THE COMMISSION TO COMPLETE ITS WORK AND IS RESPONSIVE TO OUR CONCERNS.

WITH REGARD TO SPECIFIC PROVISIONS OF S. 1090, WE OFFER THE FOLLOWING COMMENTS:

1. SECTION 4(b)(3) OF S. 1090 PROVIDES THAT THE 7 CITIZEN PRESIDENTIAL APPOINTEES BE APPOINTED FROM RECOMMENDATIONS MADE TO HIM, WHEREAS THE PRESIDENT WAS FREE TO APPOINT MEMBERS ON HIS OWN UNDER THE 1958 ACT. WE RECOMMEND THAT S. 1090 BE AMENDED TO DELETE THE REQUIREMENTS FOR RECOMMENDATIONS.

2. SECTION 5(a) OF S. 1090 AUTHORIZES THE COMMISSION TO APPOINT AND FIX THE COMPENSATION OF STAFF "WITHOUT REGARD TO THE CIVIL SERVICE LAWS AND REGULATIONS." IDENTICAL LANGUAGE IN SECTION 4(a) OF THE 1958 ACT WAS DEEMED BY THE (THEN) CIVIL SERVICE COMMISSION TO BE INADEQUATE TO WAIVE THE PROVISIONS OF THE

CLASSIFICATION ACT OF 1949 GOVERNING COMPENSATION, AND AN AMENDMENT SPECIFICALLY REFERRING TO THE 1949 ACT WAS ENACTED AND APPROVED MARCH 25, 1959 (73 Stat. 14). WE DEFER TO THE OFFICE OF PERSONNEL MANAGEMENT AS TO WHETHER A SPECIFIC WAIVER OF THE 1949 ACT IS NECESSARY.

3. SECTION 5(d) OF S. 1090 AUTHORIZES THE COMMISSION TO SOLICIT AND ACCEPT CONTRIBUTIONS OF MONEY AND SERVICE TO ASSIST ITS WORK. NO SUCH PROVISION WAS CONTAINED IN THE 1958 ACT. WE STRONGLY SUPPORT THIS PROVISION, SINCE THE PRIVATE RECREATION AND LEISURE INDUSTRY IS NOW ESTIMATED TO CONTRIBUTE NEARLY $250 BILLION TO THE NATION'S ECONOMY AND WE BELIEVE THE PRIVATE SECTOR CAN AND SHOULD BE EXPECTED TO SUPPORT THE WORK OF A NATIONAL COMMISSION OF THIS NATURE.

4. BOTH S. 1090 AND THE 1958 ACT ESTABLISHED AN ADVISORY COUNCIL. THEY DIFFER, HOWEVER, IN THE NUMBER OF MEMBERS, METHOD OF APPOINTMENT, AND FUNCTIONS. THE 1958 ACT ESTABLISHED AN ADVISORY COUNCIL CONSISTING OF FEDERAL LIAISON OFFICERS PLUS 25 MEMBERS APPOINTED BY THE COMMISSION. THE FUNCTION OF THE COUNCIL WAS TO ADVISE THE COMMISSION ON WAYS, MEANS, AND PROCEDURES WHEREBY MAXIMUM COOPERATION MAY BE OBTAINED FROM AGENCIES AND GROUPS. SECTION 6 OF S. 1090 ESTABLISHES AN ADVISORY COUNCIL OF NO DETERMINED NUMBER; ITS MEMBERS ARE APPOINTED BY THE CHAIRMAN OF THE COMMISSION "UPON THE RECOMMENDATION AND CONCURRENCE OF THE COMMISSION" AND ITS FUNCTION IS NOT DEFINED. WE RECOMMEND THAT THE CONGRESS CONSIDER LIMITING THE NUMBER OF ADVISORY COUNCIL MEMBERS AND ADDING LANGUAGE TO GIVE THE COUNCIL A CLEAR PURPOSE.

5. SECTION 9 OF S. 1090 AUTHORIZES APPROPRIATIONS OF $1.5 MILLION. TO OUR KNOWLEDGE, NO FEDERAL AGENCY HAS ANTICIPATED THE ENACTMENT OF THIS LEGISLATION AND INCLUDED FUNDING REQUESTS FOR FISCAL YEAR 1984. WHILE SOME FUNDS AND PERSONNEL MAY BE REDIRECTED FROM OTHER AUTHORIZED AND FUNDED AGENCY PROGRAMS TO COMMISSION FUNCTIONS, AND CONTRIBUTIONS AUTHORIZED IN SECTION 5(d) WOULD BE FORTHCOMING, WE WOULD SUGGEST THAT THE $1.5 MILLION AUTHORIZATION BE RETAINED IN THE BILL IN THE EVENT THAT APPROPRIATED FUNDS ARE NECESSARY. WE DO NOT BELIEVE THAT THE FULL AUTHORIZATION OF $1.5 MILLION WOULD BE REQUIRED IN ANY EVENT AND WILL ADDRESS THE SPECIFIC AMOUNT REQUIRED AT A LATER DATE THROUGH THE APPROPRIATIONS PROCESS.

IN SUMMARY, MR. CHAIRMAN, THE UNITED STATES HAS CHANGED OVER THE LAST 20 YEARS. WE HAVE BEGUN THE PROCESS OF CHANGE IN FEDERAL POLICIES TO PROVIDE OUTDOOR RECREATION OPPORTUNITIES IN THE YEARS AND DECADES AHEAD. WE LOOK FORWARD TO CONTINUING DISCUSSION OF ADDITIONAL CHANGES IN PUBLIC POLICY AND TO REAL PROGRESS TO ASSURE OUTDOOR RECREATION RESOURCE SUFFICIENCY IN AMERICA'S 21ST CENTURY. WE WILL COOPERATE FULLY WITH THE CONGRESS IN SUCH DISCUSSIONS, AND WITH THE PROPOSED COMMISSION IN ITS WORK.

THIS CONCLUDES MY PREPARED REMARKS, MR. CHAIRMAN. I WOULD BE PLEASED TO RESPOND TO ANY QUESTIONS.

Senator WALLOP. Mr. Robertson.

STATEMENT OF DALE ROBERTSON, ASSOCIATE CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. ROBERTSON. Mr. Chairman, I, too, appreciate the opportunity to appear before the committee to comment on S. 1090.

The Department of Agriculture also strongly supports S. 1090 and recommends its passage.

The Secretary of Agriculture has a strong interest in the proposed legislation since more outdoor recreation occurs on the national forest systems land than on any other Federal land system.

In 1981 Federal lands received a total of 544 million visitor days of which 43 percent of that occurred on the national forest system.

Therefore, the Department of Agriculture, a major supplier of public outdoor recreation, would work closely and fully cooperate with the Commission if S. 1090 is enacted.

To assure that the appropriate Departments and agencies with responsibilities for outdoor recreation are properly represented, we suggest amending section 5(c) specifically to name those Federal Departments or agencies which would appoint a liaison officer to work with the Commission.

We have no objection to the amendments offered by Ms. Grier and the Department of the Interior on behalf of the administration. Mr. Chairman, the demand for recreation on the Federal lands has increased significantly over the last 20 years, and our projections continue to point toward ever-increasing demands in almost all areas of outdoor recreation.

Through our land management planning process, we are identifying recreational opportunities and building programs to meet the projected future outdoor recreational demands on the National Forest system.

We believe a timely assessment by a new ORRRC to dovetail with our planning efforts would be both beneficial and cost-effective.

We believe that the Outdoor Recreation Resources Review Commission and Advisory Council, which would be established by S. 1090, can contribute significantly to public outdoor recreation policy and help assure sufficient outdoor recreation resources, properly balanced between public agencies and private enterprises, in order to meet America's future outdoor recreation demands.

This concludes my remarks, Mr. Chairman, and I, too, would be pleased to answer questions.

Senator WALLOP. Thank you, both, for the statements of support on behalf of the administration.

[The prepared statement of Mr. Robertson follows:]

STATEMENT OF
DALE ROBERTSON, ASSOCIATE CHIEF
FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
UNITED STATES SENATE

Concerning S. 1090 To establish a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State, and local levels and for the private sector, to assure the continued availability of quality outdoor recreation experiences in America to the year of 2000, and for other purposes.

September 23, 1983

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

We appreciate the opportunity to appear before the Committee to comment on S. 1090.

The Department of Agriculture recommends passage of the Act.

S. 1090 would establish a 15-member National Outdoor Recreation Resources Review Commission plus an Advisory Council to work with the Commission. It would authorize the Commission to request the Secretary of each Federal agency with a direct interest in outdoor recreation to appoint a liaison officer to work closely with the Commission and its staff. The Commission Chairman is authorized to appoint members to the Advisory Council from interest groups, various organizations, and State and local agencies dealing with outdoor recreation, natural resources, and the environment. Members appointed to the Advisory Council shall be persons who have direct concern for, and knowledge of, outdoor recreation issues, policies, and programs and shall be representative of major geographical areas.

The proposed legislation directs the Commission to undertake an examination and evaluation of existing and potential public outdoor recreation land and resource area policies, programs, and opportunities. The review would encompass lands managed by the Federal Government, lands managed by State and local governments, and lands privately owned. A report to the President and the Congress is required to be submitted by the Commission within 18 months of the appointment of the Commission members. The Commission would cease to exist no later than 6 months after the date of submission of the required report. The bill would also authorize up to $1.5 million to carry out the purposes of the Act.

S. 1090 is similar to the Outdoor Recreation Resources Review Act approved in June 28, 1958, which created the Outdoor Recreation Resources Review Commission commonly referred to as "ORRRC." The ORRRC report and recommendations contributed significantly to protection of the Nation's land and water resources and to the expansion of recreation opportunities.

Some of the major actions which occurred as a result of recommendations of the earlier Commission were the creation of the Land and Water Conservation Fund and establishment of wild and scenic rivers, national trails, and additions to wilderness areas.

Much has changed since the original report was submitted in 1962 by the ORRRC Commission. There has been a significant increase in outdoor recreation. There has been major growth in the recreation industry which is now nearly a $250 billion a year industry.

Laurance S. Rockefeller chaired the original "ORRRC" Commission and inspired recent interest in a new review of outdoor recreation policy. The new Rockefeller study group concluded that the role of government in providing outdoor recreation needs to be reassessed; that the relationship between government and the private sector needs to be reviewed; and that the levels of Federal funding for recreational land acquisition, management, and facilities needs to be reexamined.

The Secretary of Agriculture has a strong interest in the proposed legislation since more outdoor recreation occurs on National Forest System lands than on any other Federal land system. In 1981, Federal lands received a total of 544 million visitor days of use of which 43 percent occurred on the National Forest System. This amounted to 233.5 million recreation visitors days in 1982. Therefore, the Department of Agriculture, the major supplies of public outdoor recreation, would work closely and cooperate fully with the Commission if S. 1090 is enacted. To assure that the appropriate Departments and agencies with responsibilities for outdoor recreation opportunities are properly represented, we suggest amending section 5(c) specifically to name those Federal Departments or agencies which would appoint a liaison officer to work with the Commission.

Our experience working with various Federal Commission has demonstrated the necessities of well define goals and objectives for the Commission along with specific timeframes for the completion of the project. We strongly concur that the work of the Commission be focused on the opportunities for outdoor recreation, whether urban or rural, as currently provided by S. 1090.

We understand that the Department of the Interior is also recommending certain amendments to this legislation on behalf of the Administration and we have no objection to these amendments.

In summary, Mr. Chairman, the demand for recreation use on Federal lands has changed significantly over the last 20 years, and our projections continue to point toward ever increasing demands in almost all areas in outdoor recreation. Through our land management plans, we are identifying recreational opportunities and building programs to meet the projected, future outdoor recreation demands on the National Forest System. A timely assessment by a new ORRRC to dovetail with our planning efforts will be beneficial and cost-effective.

We believe that the Outdoor Recreation Resources Review Commission and Advisory Council, which would be established by S. 1090, can contribute significantly toward public outdoor recreation policy and help assure sufficient outdoor recreation resources, properly balanced between public agencies and private enterprizes, to meet America's future outdoor recreation demands.

This concludes my remarks Mr. Chairman. I would be pleased to respond to any questions.

Senator WALLOP. Let me just ask sort of a generic question that has to do with the resources that you both specifically manage; namely, the national park system, and the forests.

Is it your opinion that—I will begin with you, Ms. Grier, that there still is room for improvement in the access, and therefore availability, of the national park system—and the same will apply for the national forest system—without doing harm to them for increased numbers of visitors and increased recreational opportunities within them?

Ms. GRIER. Yes, sir. I would agree with that statement. There is a great deal of room.

And we are looking at planning processes that we now do for the various units, to see how that could be better handled.

I will just give you one brief example. At Yellowstone, for example, less than 1 percent of the area in Yellowstone, is developed, or available to the greatest number of people.

That is not to say that we should go beyond that, but there is a great deal of room to better plan and accommodate a greater number of vistors.

Senator WALLOP. But the parks are an interesting—the National Park Service has an interesting challenge that sometimes that stretched to meeting both, one providing enjoyment of what they are and to the public that supports and pays for it. I mean the other is protecting them as they are, for what they are, from the very forces and the facts of the human event; and your challenge, it seems to me, is growing, and it is probably very timely, that this review would dovetail with the review that is internally going on in the national park system.

Ms. GRIER. I agree with you 100 percent, Mr. Chairman. It is basically a matter of people management, and it can be done, I think, to protect the resource and provide recreation and enjoyment also.

Senator **Wallop**. Mr. Robertson?

Mr. **Robertson**. I would agree with that. There is also tremendous potential to use the national forests for additional recreation use, and if it is carefully planned and carefully managed, we can accommodate additional use and still protect the national forests as well as accommodate and make it compatible with the other uses of the national forests.

Senator **Wallop**. And you, in particular, have a rather intricate and intimate relationship with the States which provide most of the sporting opportunities—fishing and hunting. I mean, they provide most of the management for those things, and in many respects that seems to me to be a sort of leading indicator, if you will, in what can be done in much of the rest of outdoor recreation opportunities as the partnership between various levels of Government in this country has to be expanded rather dramatically to meet the needs that have been generally assessed.

I know in my State that your work with the game and fish department has been really pretty creative, and very successful and about 98 percent of the time very amicable, and I think that that is an example that much of the rest of the various forces at work will have to follow and can take heart from that it does exist.

Again, I appreciate very much—we will look at those suggested changes and if there are any problems that we have, we will certainly discuss them.

Ms. **Grier**. Just purely technical.

Senator **Wallop**. Yes, I think that was what I have just been reviewing. That is what I thought. I think that is fine.

I appreciate it very much.

Thank you, both.

Ms. **Grier**. Thank you, Mr. Chairman.

Mr. **Robertson**. Thank you, Mr. Chairman.

Senator **Wallop**. The next panel consists of Mr. Charles Howell, commissioner of conservation in the State of Tennessee; Mr. Russell Train, the cochairman, the Year 2000 Committee, and president of the World Wildlife Fund; and Dr. John C. Barber, executive vice-president, Society of American Foresters; and the Honorable Jake Godbold, mayor, Jacksonville, Fla.

And we will put Mr. Resler's statement in the record.

And Mr. Theodore Wirth, president of the American Society of Landscape Architects, and Mary Alice Bivens, president of the National Association of State Outdoor Recreation Liaison Officers, of Phoenix.

Welcome to you all, and, Mr. Howell, would you begin.

STATEMENT OF CHARLES A. HOWELL III, COMMISSIONER, DEPARTMENT OF CONSERVATION, STATE OF TENNESSEE

Mr. **Howell**. Thank you, Mr. Chairman.

My name is Charlie Howell. By appointment of Gov. Lamar Alexander of the State of Tennessee, I serve as the commissioner of the department of conservation, as well as Tennessee liaison officer for the administration of the land and water conservation fund, and as the State historic preservation officer.

I appreciate very much the opportunity to appear before this subcommittee in support of Senate bill 1090.

I ask you to give attention to the following three concerns:

First, I urge you to consider including in Senate bill 1090 a mechanism for recognizing the interests of Governors, their appointed liaison officers, mayors, and county officials, and private interests in the makeup of the Commission.

The findings of the 1962 Outdoor Recreation Resources Review Commission fully recognized the necessity of a partnership among public, independent sector, and private sector concerns. That partnership needs more emphasis today.

Second, you must recognize that the charge to this Commission covers the full range of leisure time activities and not just the development and protection of our large parks and wilderness areas.

Too often, the planning we have done since the land and water conservation fund was established in 1965 has not produced information useful to developing leisure time needs at the local level.

In Tennessee, one-third of our counties have no recreation agencies or organized programs. These areas need help in understanding their leisure time possibilities.

Land and facilities are of little value if they are not programmed, if access to them is denied for whatever reason, or if they are not maintained.

The urban park and recreation recovery program has been effective, but separate from the planning and programs developed under the land and water conservation fund.

New bricks and mortar do not solve every perceived problem. There are many players in the recreation game, and none should be overlooked in the planning process if we mean to fully understand how Americans utilize their leisure time.

My final and most important point is about stewardship and finance. The Rockefeller Committee report states on page 27:

> There is substantial sentiment for continuing the Land and Water Conservation Fund or some similar mechanism through which revenues from our diminishing nonrenewable resources can be reinvested in permanent, renewable resources.

On page 35, we read that:

> Further study should be given to funding needs for federal land acquisition, more efficient management, and mechanisms that would provide necessary funds, ranging from a resource investment trust fund to increased user fees.

It is time that we consider establishing a national investment trust created from proceeds derived from the extraction of this Nation's mineral resources on the Outer Continental Shelf and from the sale of public lands.

And I submit a copy of this paper prepared for the record.

You are all fully, you are all familiar with the purpose of a trust. It is a vehicle which allows you to pass on to your heirs or someone, something of value to be utilized in a prescribed way.

The noted economist, Georgescu-Roegen reminds us that when one's pantry is more than amply stocked, one is apt to ignore the source of one's fortune.

Because this Nation is blessed with an abundance of natural resources, we have neglected to establish a long-term reserve to meet future needs. The value of these resources belongs to, not just our generation, but it is intergenerational, to our children, and our grandchildren, and theirs, for that matter.

These funds should be placed in a national investment trust similar to an endowment fund. The investment of the trust and the appropriation of its revenues would be subject to the direction of Congress.

A relatively simple conversion of the reserve accounts which, under present law, constitute the land and water conservation fund, and the historic preservation fund, could create $10 billion in national trust by the end of this decade.

President Theodore Roosevelt said:

> It is safe to say that the prosperity of our people depends directly on the energy and intelligence with which our natural resources are used. It is equally clear that these resources are the final basis of national power and perpetuity.

We ignore Teddy Roosevelt's words at our peril. Establishing a trust fund, investing and spending it wisely would allow us to manage our national resource gifts so that future generations may continue a life of quality.

Thank you very much.

Senator WALLOP. Thank you, Mr. Howell.

[The prepared statement of Mr. Howell and accompanying paper follow:]

TESTIMONY OF CHARLES A. HOWELL, III, BEFORE THE SUB-COMMITTEE ON PUBLIC LANDS AND RESERVE WATER, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

SEPTEMBER 23, 1983

My name is Charles A. Howell, III. By appointment of Governor Lamar Alexander of the State of Tennessee, I serve as the Commissioner of the Department of Conservation as well as Tennessee Liaison Officer for the administration of the Land and Water Conservation Fund and as State Historic Preservation Officer. I appreciate very much the opportunity to appear before this Sub-Committee in support of Senate 1090 which would establish a National Outdoor Recreation Review Commission.

I ask you to give attention to the following three concerns.

First, I urge you to consider including in Senate 1090 a mechanism for recognizing the interests of governors, their appointed liaison officers, mayors and county officials and private interests in the makeup of the Commission. The findings of the 1962 Outdoor Recreation Resource Review Commission fully recognized the necessity of a partnership among federal, state, local and private concerns -- that partnership needs more emphasis today.

Second, you must recognize that the charge to this Commission covers the full range of leisure time activities and not just the development and protection of our large parks and wilderness areas.

Too often, the planning we have done since the Land and Water Conservation Fund was established in 1965 has not produced information useful to developing leisure time needs at the local level. In Tennessee, one-third of our counties have no recreation agencies or organized programs. These areas need help in understanding their leisure time possibilities.

Land and facilities are of little value if they are not programmed, if access to them is denied for whatever reason, or if they are not maintained. The Urban Park and Recreation Recovery Program has been effective, but separate from the planning and programs developed under the Land and Water Conservation Fund.

New bricks and mortar do not solve every perceived problem. There are many players in the recreation game and none should be overlooked in the planning process if we mean to fully understand how Americans utilize their leisure time.

My final and most important point is about stewardship and finance. The Rockefeller Committee Report, OUTDOOR RECREATION FOR AMERICA 1983, states on page 27:

> "There is substantial sentiment for continuing the Land and Water Conservation Fund or some similar mechanism through which revenues from our diminishing nonrenewable resources can be reinvested in permanent, renewable resources."

On page 35 we read that:

> "Further study should be given to funding needs for federal land acquisition, more efficient management, and mechanisms that would provide necessary funds, ranging from a resource investment trust fund to increased user fees."

It is time that we consider establishing a National Investment Trust created from proceeds derived from the extraction of the Nation's mineral resources on the Outer Continental Shelf and from the sale of public domain lands. You are all familiar with the purpose of a Trust. It is a vehicle which allows you to pass on to your heirs or someone, something of value to be utilized in a prescribed way. The noted economist Georgescu-Roegen reminds us that when one's pantry is more than amply stocked, one is apt to ignore the source of one's fortune.

Because this Nation is blessed with an abundance of natural resources, we have neglected to establish a long term reserve to meet future needs. The value of these resources belongs to, not just our generation, but to our children and grandchildren.

These funds should be placed in a National Investment Trust similar to an endowment fund. The investment of the trust and the appropriation of its revenues would be subject to the direction of Congress.

A relatively simple conversion of the reserve accounts which, under present law, constitute the Land and Water Conservation Fund and the Historic Preservation Fund could create a $10 billion National Investment Trust by the end of this decade. I believe that if Congress were to invest this Trust in ways which would relate to productivity, fertility of land, and improving life quality that the long term gains in the Gross National Product would be greater than simply using them to balance the annual budget. Proceeds from and investment of the trust could be used to help smooth out the ups and downs of funding which run with the economic cycle. We should have reserves to help accomplish needed projects when the economy is down. The Trust could help smooth the ups and downs of government funding for recreation and park maintenance needs.

A National Investment Trust is a responsible fiscal device for insuring the integrity of funds derived from the sale of public natural resource capital assets. I am suggesting that the Trust be in place to receive funds. I am not encouraging more rapid disposal just to create the trust.

The passage of Senate 1090 and its companion house measure would allow the Commission to render a great service to the Nation by exploring the establishment of a National Investment Trust.

President Theodore Roosevelt said, "It is safe to say that the prosperity of our people depends directly on the energy and intelligence with which our natural resources are used. It is equally clear that these resources are the final basis of national power and perpetuity."

We ignore Teddy Roosevelt's words at our peril. Establishing a trust fund, investing and spending it wisely would allow us to manage our national resource gifts so that future generations may continue a life of quality.

TENNESSEE DEPARTMENT OF CONSERVATION
701 BROADWAY
NASHVILLE
37203

CHARLES A. HOWELL, III
Commissioner

July 1, 1983

Dear Countryman:

This is a paper proposing that we establish a federal Natural Resources Investment Trust Fund. In recent years, we have become dangerously preoccupied with our present. Our failure to address the future is why the present continues to be so troublesome. Whether we are addressing domestic or military programs, we find ourselves continuing to deal with short-term fiscal crises whose time frame is seldom more than two or three years. We have ignored the repair and replacement of public utility systems until old sewer mains collapse and treatment plants allow pollutants to discharge into our recreational and drinking water. It has been easier to put off spending the amounts of money required to bring these systems to acceptable standards because the present cost appears so high. Yet, if we had set aside funds for replacement, we would not face this infra-structure crises. This analogy holds true with most public facilities.

We, as a nation, must become future-oriented. A natural resources investment trust fund addresses this concern. We, as a nation, need to preserve our natural, cultural and developed resources far into the future. We, as a nation, should be talking about a perpetual trust fund to insure consistency of funding. I propose a mechanism to make proceeds from the sale of natural resource capital provide a steady and compounding effect on the Gross National Product - rather than merely a one-time effect. I am talking about possibilities for true partnership programs in which the states have a meaningful role.

The need is clear. The financial resources are already being depleted. We, as a nation, must make a commitment to the future to do the job our children, grandchildren and great grandchildren will expect of us.

Robert Louis Stevenson said that "Sooner or later we sit down to a banquet of consequences." We cannot wait another 300 million years for peat bogs and a warmer age to form more coal and oil deposits. We dare not regard our resource capital to be infinite, lest future generations ask of us, "Who ate tomorrow?"

Sincerely,

Charles A. Howell, III

A PROPOSAL FOR ESTABLISHING -

A NATURAL RESOURCES
INVESTMENT TRUST FUND

Charles A. Howell, III

June 30, 1983

INTRODUCTION

The noted economist Georgescu-Roegen reminds us that when one's pantry is more than amply stocked, one is apt to ignore the source of one's fortune.

So it is with many policy-makers today. Because this nation is blessed with an abundance of natural resources, our inclination is to deplete some of those (Federally-owned) resources and use the proceeds for operating expenditures. In our concern for meeting immediate expenses, we are neglecting to establish a long-term reserve to meet future needs.

We must learn to treat public resources as a prudent university treats its endowment. Rather than spending dollars from the sale of natural resources-- the Federal mineral leasing program, the leasing of oil exploration rights on the Outer Continental Shelf, the sale of Federal lands and surplus property-- we should protect the revenue from those resources in a trust fund, using only the interest generated from that corpus for operating expenses.

President Theodore Roosevelt said, "It is safe to say that the prosperity of our people depends directly on the energy and intelligence with which our natural resources are used. It is equally clear that these resources are the final basis of national power and perpetuity."

We ignore Teddy Roosevelt's words at our peril. Establishing a trust fund, and using only the interest generated by that fund, would allow us to manage our national resource gifts wisely so that future generations may continue a life of quality.

By retaining funds derived from the conversion of natural capital, we build a perpetual trust in recognition of the billions of years required for that capital to form. By investing the corpus wisely, we provide opportunities for a myriad of benefits to society.

A Natural Resources Investment Trust is an idea whose time has come. By investing wisely now, we will provide for the needs of our children and their children's children.

SUMMARY

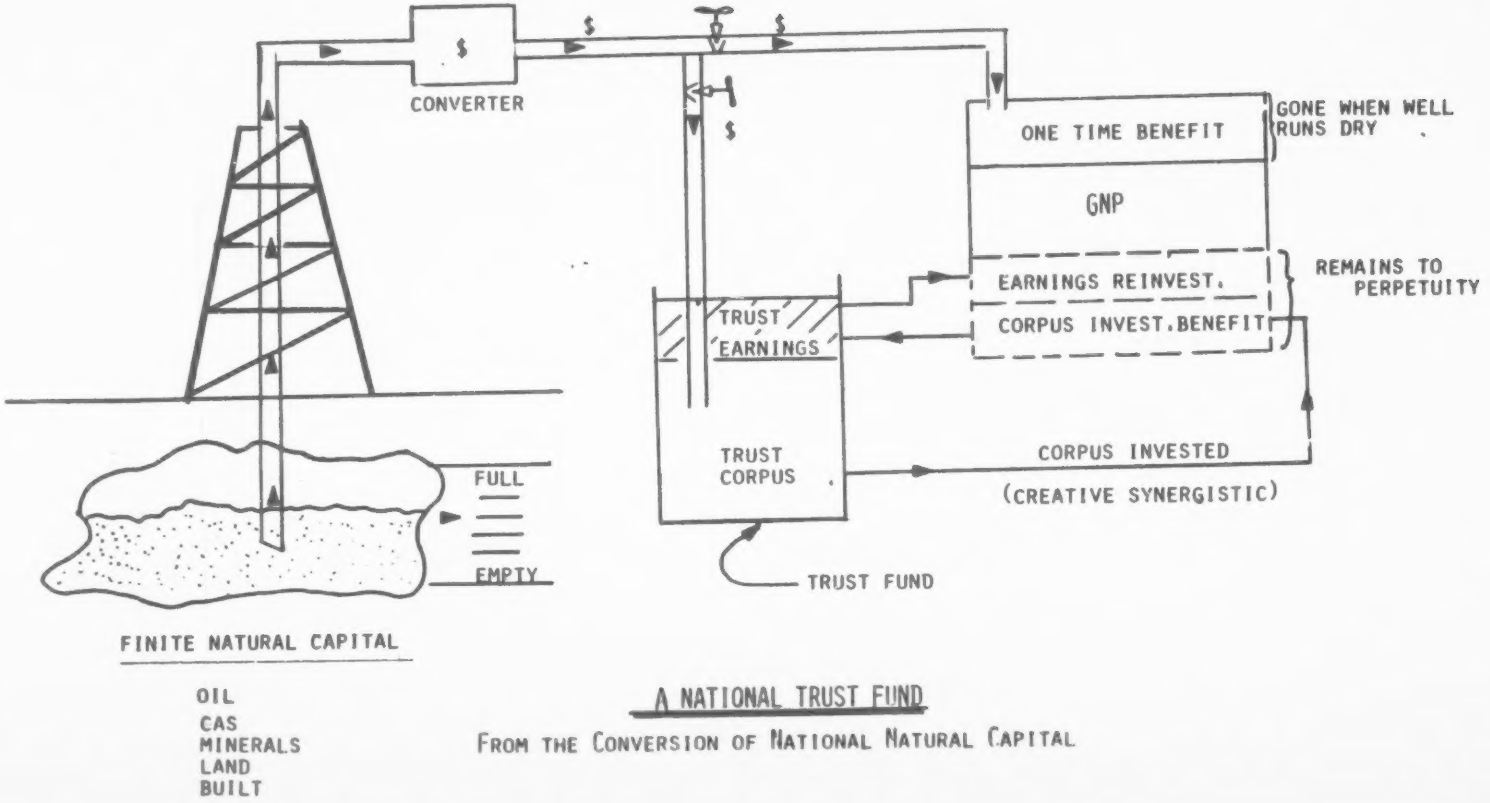
This nation has been expending the proceeds from the conversion of its national endowment of natural and developed capital at an ever increasing rate. This paper proposes to create a Natural Resources Investment Trust Fund from some of the proceeds from the conversion of national natural and developed resources capital.

The diagram attached to this summary depicts an oil well whose oil pool is being pumped dry. The oil (which took billions of years to form) is converted to dollars and at present most of those dollars go into the annual operating budget and have a short term, one time effect on the Gross National Product. The trust fund described in this paper suggests that a fund be formed from converted natural resources capital and that the corpus of the trust be invested in innovative and synergistic programs which will give compounded benefits to the environment, the GNP, and the development of renewable resources. The earnings from the investment would be spent as directed by Congress, but the corpus of the trust would not be depleted and would continue to be invested as are the earnings, with compounding effect on the Gross National Product.

If such a fund were created, the earnings could be used for many purposes, examples of which are given in the text. However, Congress may wish to direct some of the proceeds into environmental programs or programs which offer improvements to the land which in some way offset the depletion of the natural capital and view ways to provide substitute benefits. Congress could evaluate some of the earnings for the retirement of the Federal debt, thereby freeing operating dollars presently paying interest.

Consistent with the philosophy of New Federalism, the formation of a trust at the federal level should encourage counterpart trusts at the state level and allocate block grants to states for use in programs which Congress might select.

The key point is to recognize that we are trustees for our national natural and developed resources capital. This capital belongs to our children and grandchildren and we must recognize that responsibility by establishing a Natural Resources Investment Trust Fund.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TRUST CORPUS
TRUST FUND
CORPUS INVESTED
(CREATIVE SYNERGISTIC)
FULL
EMPTY
FINITE NATURAL CAPITAL
OIL
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MINERALS
LAND
BUILT

A NATIONAL TRUST FUND

FROM THE CONVERSION OF NATIONAL NATURAL CAPITAL

A NATURAL RESOURCES INVESTMENT TRUST FUND

President Theodore Roosevelt said, "It is safe to say that the prosperity of our people depends directly on the energy and intelligence with which our natural resources are used. It is equally clear that these resources are the final basis of national power and perpetuity."

Despite significant advances in technology, science has yet to devise a means for creating new wealth except through the extraction and use of natural resources. There is no other wellspring of wealth.

Our nation's endowment is embodied in its public lands, waters, minerals, and the publicly-owned built environment. We must regard this capital as the basis for our continued wealth. We ignore Teddy Roosevelt's admonition at our peril.

A private university depends on its endowment for its continued survival. While a prudent university may increase the corpus of that endowment, it spends only the income from investing that corpus. We have all seen examples of institutions which have spent their endowments on daily operations -- and eventually failed financially.

This country has recently launched on a course of spending its natural capital at an increasing rate. Just as a defunct institution may have spent its endowment, we are spending natural capital to retire our debts and to fuel the Gross National Product, i.e. daily operations.

It is time that we evaluate our responsibility as trustees for the endowment of our natural capital resources. The Federal government owns about 35 percent of the 2.3 billion acres of our nation; thus, government has the responsibility to practice the best husbandry of our resources.

The natural endowment, which we are presently choosing to spend rapidly, should benefit our children and grandchildren. It does not belong only to this brief decade of decision and policy makers.

Families in the late 1700's and early 1800's acquired land, cleared it, farmed it, and made it produce new wealth. They were not anxious to sell their property because they knew that their ability to accumulate new capital was tied to that land. Yet, as technology and transportation transformed this nation, many chose to leave the land-- to specialize as professionals or to work in the factories. Some members of the family took their expertise away from husbanding their natural capital, their relinquished holdings were sold off piecemeal. These families used up their capital to maintain a high standard of living, and they lost their ability to compound their natural capital. They ate their seed corn. Other families, however, placed proceeds from the sale of land in trust and were wise enough not to destroy the corpus of the trust. Although these wise families may have transformed their occupations, through the trusts they passed to future generations the ability to create and enjoy their natural capital.

As trustees of our nation's natural resource endowment, we have an obligation not only to use resources wisely, but to keep the capital from their conversion (the funds from their sale) in trust. While a trust can never replenish a natural resource which has been used up, we can invest and use the interest which the trust earns in ways which would help us minimize the effects of having expended that resource. A trust allows us to fulfill our obligation to our children, our grandchildren and future generations - at least in part.

This country has recognized the advantages of a private trust by giving the privilege of tax exemption to those people who wish to choose between supporting a charitable beneficiary or seeing funds disappear in governmental machinery. There are also trusts set up so that wealth may be passed on to a family but which are restricted to allowing the beneficiary to spend only that which is earned by the corpus.

A Natural Resources Investment Trust Fund would obtain its endowment corpus from the funds derived from the sale of our government-owned natural capital. This endowment would be invested, and only the earnings from such investments would be spent. Spending only the earnings from a trust would have some very positive economic benefits of a long-range nature:

1. The natural capital would not be depleted in the annual operating budgets; only the earnings from investments would be spent.
2. The GNP contribution from natural capital would be turned into an investment rate of growth as opposed to a short-term rate, inflated by spending all the converted natural capital derived in that year. This would lessen inflation and negative effects on the economy from a short term overheating of GNP through natural capital resource conversion expenditures.
3. By establishing a trust from the converted natural capital, we would recognize that our natural resources are finite and that while we cannot replenish the resource itself, we can build a perpetual trust in recognition of the billions of years which that capital took to form.
4. No tax dollars would be necessary to create the trust -- only funds realized from the conversion of natural capital would be used.
5. Earnings from the trust would be used as Congress directs: however, the opportunity to provide for innovative and stabilizing work related to the environment and outdoor recreation would be enhanced.

Another benefit from such a trust could be through designing the investment of the corpus in support of selected priorities. It should be obvious that both investment and grant expenditures have a positive long term effect on the Gross National Product.

The respected economist-scholar Nicholas Georgescu-Roegen noted in "The Crisis of Natural Resources" that when one's pantry is more than amply stocked, one is apt to ignore the source of one's fortune. As McGregor Smith, Jr. writes: "There is a vast difference between investing and consuming. This difference was illustrated in (Christ's parable of) the prodigal son. His irresponsible stewardship depleted his inheritance. He consumed all the resources his father gave him. He invested nothing and ended up destitute."

In this nation, where we have a vital interest in living within our means, reducing our debt, and managing our natural and developed resources so that future generations will be ensured the continuation of a life of quality, we should move toward investing our converted natural capital. There are a myriad of uses which Congress may consider for the earnings from an investment trust established from the conversion of natural resources.

The balance of this paper results from comments received after circulating an earlier draft during the summer and fall of 1982. These comments will be limited to the possible uses for such a fund and to the potential size of the fund and the sources for its development.

The natural capital which this country is converting into dollars comes from the Federal on-shore mineral leasing program, the leasing of oil exploration rights on the outer continental shelf, and the sale of Federal lands, Federal buildings and surplus property. A large portion of the Federal on-shore mineral leasing program proceeds is already earmarked for Federal reclamation projects and for the states — 50 percent of the proceeds go to the state in which the revenue is produced.

The outer continental shelf proceeds were about $8 billion in 1982 and have been projected as high as $18 billion for 1983. Estimates indicate that the sale of surplus Federal lands could be as high as $3 billion over the next three years. It is easy to see that funds in the $40 to $60 billion dollar range will be developed over the next five years from the conversion of this capital into dollars. These funds will be in excess of those already earmarked for the states or for other purposes.

The Federal debt is over a trillion dollars, and the deficits for the new Federal budget exceeds $100 billion. When money is borrowed, both principal and interest must be returned. At 8% the interest alone amounts to $80 billion per year. When the principal is repaid, interest ceases, and more funds are liberated at a compound rate from an operating budget which would otherwise have been used for interest payments. It is beyond the scope of this analysis to suggest that some of the proceeds of a Natural Resource Investment Trust Fund from the conversion of natural resources capital could liberate more dollars by assisting in retiring the national debt than by being directly used for some other purpose.

The design of the trust would ultimately be the decision of Congress, and the proceeds would be allocated as Congress dictates. A few statistics may clarify the possible scope of the trust.

The table below shows trusts of various sizes and income at 10% earnings:

$10 billion = $1 billion/year
$20 billion = $2 billion/year
$30 billion = $3 billion/year
$40 billion = $4 billion/year
$50 billion = $5 billion/year

At what dollar level should the trust begin and at what level should it stabilize? That would depend on the number and kind of programs which Congress might choose to support from the trust.

While it is recognized that legislators and executive budget-makers are not usually favorably inclined toward such mandated appropriations as a trust fund, there are farsighted benefits from providing some stability to inconsistent funding which has plagued so many governmental programs. These inconsistencies result in inefficiency and, too often, failure.

While the intent of this paper is to propose that we establish and fund a true trust account with the proceeds from the sale of public lands and mineral resources, it is strongly recommended that the interest from a portion of this trust be invested in the enlightened management of our resources. By such an investment, we would ensure the continuation of a life of quality for our children and our children's children.

Trust funds have been successfully used in state governmental programs and have proven to be fiscally responsible. An endowment provides for a consistency of funding which can be depended upon by managers of governmental programs. (Unless we are willing to begin a systematic debt reduction program, to cut our overhead, to cease deficit spending, and to abandon those outworn procedures which have reduced so many levels of government to their current fiscal infirmity, our future may be bleak indeed.) This country has seldom hesitated to try innovative approaches in the past, and we must act now before we deplete our capital assets to pay current bills.

Of course, the design of the trust would ultimately be the decision of Congress, and the proceeds from the trust would be allocated as Congress dictates. However, if it is determined that some income from the trust should be reinvested in resource management, funds might be allocated to the states in the form of matching block grants earmarked for the protection and development of natural and built resources. Such state programs might include:

1. Water resources planning.
2. Waste management.
3. Soil conservation.
4. Forest management.
5. Revitalization of urban and rural parks and acquisition and development of new parks and recreation areas in both urban and rural areas.
6. Wildlife management (including endangered species protection).
7. Preservation of natural areas and rivers and development of trails.
8. Youth employment programs geared to conservation activities.
9. Preservation of the built environment.
10. Archaeological site investigation and preservation.

Trust fund receipts might also be used by Federal agencies for both the acquisition and development of land and water and for major maintenance of those resources which the Federal government holds in trust for the people.

At the Federal level, such ongoing funds might be available for land and water managing agencies, such as the National Park Service, the Fish and Wildlife Service, the U. S. Forest Service, the Bureau of Land Management, and even TVA and the Corps of Engineers. Funds might also be allocated for energy research and development and for management of the developed environment through both the Department of Housing and Urban Development and the National Trust for Historic Preservation.

State and local programs might be administered by the fifty-five states and territories with minimal, but effective, Federal guidelines. The states would bear full responsibility for the proper management of all funds. Such a system would require that the state engage in both long-range planning and budgeting and in sound fiscal management. One stipulation for participation should be a requirement for states to set up a fund with parallel funding and mission. This procedure would fulfill the philosophy of New Federalism and facilitate the development of a source of money for matching grants.

A FIVE-YEAR PROGRAM OF CONSERVATION AND PUTTING PEOPLE TO WORK

*25% for twenty-year low interest loans (50% of market) for solar research and development. (industry and institute-oriented)

*25% for twenty-year low interest loans (50% of market) to labor intensive (60% or more) main street and central city renewal of existing built resources.

*25% for no interest ten-year loans to the states for revitalization of renewable resources (timber, water, outdoor recreation, range improvement, soil conservation, and fish and wildlife). (People-intensive)

*25% for current revitalization programs as above within the federal system. (People-intensive)

The funding level required for these programs to be effective would have to be determined by Congress. However, these examples philosophically attempt to replace through investment what has been depleted through natural capital conversion.

A $50 billion trust produces, at 10 percent interest, $5 billion/year in income. If $1 billion goes to states in a long-term program as the current Land and Water Conservation Fund and Historic Preservation Fund, there remains $4 billion per year for a five-year plan of research and developement, renewal and revitalization:

- $5 billion for Research and Developement
- $5 billion for Main Street Conservation work

- $5 billion for Stateside Resource Revitalization
- $5 billion for Federalside Resource Revitalization

Even some of these funds could be repaid under certain circumstances.

If administered efficiently, this program could put 300,000 semi-skilled, jobless persons back into the work force at $10,000 per year for five years without incurring additional State and Federal deficits. The other positive implications of this program are far-reaching and deserve in-depth study. The $5 billion in research and development loans could bring positive results to the marketplace sooner than an equivalent program of grants for the same purpose. Results-oriented work is stimulated when the "proof is in the pudding!"

Another fund example

We are already involved with program funding of a magnitude that would support the establishment of a sizeable trust fund. The Land and Water Conservation Fund already has authorization for almost one billion dollars per year. Part of the funds are made up from Federal parks user fees and the balance from outer continental shelf exploration revenues. These funds have not been appropriated and are presently on the books of the Federal Treasury at almost $3 billion. The Historic Preservation Fund has assets of about $600,000,000. Perhaps these funds could be used to establish a natural resources trust, with additional moneys and programs added as Congress determines.

A central issue that gets lost in the debate between "environmental protection" and "resource development" is that man's survival does not depend on one or the other; it depends on both.

What do we, as stewards, of such valuable resources owe to generations of people in 2082 A.D. or 4082 A.D.? Do we owe them the opportunities we enjoy? Are we going to be responsible even to the next unborn generation?

Do not resources of land, water, and minerals represent our country's heritage, regardless of where those resources are located? Do we not all have the right to benefit from their sale or removal? Certainly, extracting and selling our non-renewable resources permanently reduces our national wealth. By creating a trust fund, we perpetuate a portion of our wealth, thus mitigating the social costs of production and establishing a reserve to cover costs of unknown future events. Such a trust fund has already been successfully established in several states, and the time has come for other states and the Federal government to follow their example.

The Federal role should include establishing the trust fund on behalf of all the people, allocating interest from the trust, and providing minimum fiscal and planning guidelines. By establishing the endowment, the Federal government would be managing most appropriately our national dowry, thus ensuring that our future is not lost to us. A Natural Resources Investment Trust Fund is an idea whose time has come.

The cultural historian Lewis Mumford once said that nations have risen and fallen without realizing their impact upon the land. It is becoming increasingly important that we as a people begin to recognize the critical connection between the natural environment and the developed environment. Our forebears endow us with the developed; we borrow the natural from our children.

We are living in a "throw-away," age and, unfortunately, many of us have not considered the long-range implications of our short-sighted conveniences. Robert Louis Stevenson once said that "Sooner or later we sit down to a banquet of consequences." We can't wait another 300 million years for peat bogs and a warmer age to form more coal and oil deposits. We dare not regard these finite resources as everlasting, lest future generations ask of us, "Who ate tomorrow?"

ADDENDUM

Public Law 85-470 established the Outdoor Recreation Resources Review Commission in 1958. This bi-partisan Commission reported to the President and the Congress in 1962. Among their recommendations were the following:

1) A Federal Grants-in-Aid Program to states should be established.
2) The states should play a pivotal role in making outdoor recreation opportunites available.

From this came the enactment by Congress in 1964 of the Land and Water Conservation Fund program. This was followed in 1966 by the enactment of the National Historic Preservation Act, Public Law 89-665, which established a planning and grants program for historic preservation activities. Both of these programs were to be managed by the states. Both statutes contained a requirement that the states develop and maintain effective outdoor recreation and historic preservation planning programs.

During the decade of the 1970's, Congress enacted both National Scenic Rivers and Scenic Trails legislation as well as the Urban Parks and Recreation Recovery grants program, the latter being an outgrowth of the Urban Parks and Recreation Study directed by Congress. This Urban Parks program differed from the others in that the states were not included as partners in the planning and management of the grants program.

Initially the Land and Water Conservation Fund was to be funded through receipts from entrance and user permits within Federal recreation areas. Secondary funding would come from receipts from the sale of Federal surplus land and from the Federal tax on the sale of fuel sold to recreational boaters. However, it quickly became evident that these receipts had been over-estimated, and so in the early 1970's, Congress amended the law. This change assured that the differential between what these designated fund sources produced and the authorized ceiling level would be credited to the ledger of the Treasury Department from the receipts resulting from the leasing of Outer Continental Shelf lands for oil and gas exploration and production. This change thus assured the availability of funds sufficient to meet the ceiling. The current authorized yearly ceiling for the Land and Water Conservation Fund is $900 million and $150 million for the Historic Preservation Fund.

But, neither the Land and Water Conservation Fund nor the Historic Preservation Fund is a true fund, as is the Highway Trust Fund. A true trust fund, whether it derives from the interest on the corpus or from receipts of a specified excise tax, is committed by law for a specific purpose. While Congress may elect not to appropriate all the income from a trust fund (even a trust fund is subject to yearly Congressional appropriation), Congress may not appropriate trust fund receipts to any other function without first amending the trust fund act.

Income for the Highway Trust Fund comes from Federal excise taxes on the sale of gasoline, tires and other automotive supplies. Originally this fund could only be used for highway improvements, but the law has since been amended so that these funds may also be used for mass transit.

The Federal Pittman-Robertson and Dingell-Johnson programs, which relate to wildlife activities, bear a resemblance to trust funds. The sources of the funds are Federal excise taxes on the sale of hunting equipment (in the case of the PR program) and on fishing equipment (in the DJ program). So there is no endowment but only a requirement that tax receipts go to a specific purpose. They are, in effect, user taxes. Without these modified trust funds which send money to the states, most state wildlife programs would be in serious fiscal trouble.

The lessons here should be clear. Beneficial programs with stable funding sources resulting either from true trust funds (endowment from which interest is drawn) or mandated user or excise taxes (e.g., Highway and Wildlife) succeed, while programs predicated upon yearly appropriations from non-mandated sources often do not succeed simply because of the games which are played with them by those charged with the responsibility for making and adopting budgets.

Senator WALLOP. Mr. Train.

STATEMENT OF RUSSELL E. TRAIN, COCHAIRMAN, THE YEAR 2000 COMMITTEE, AND PRESIDENT, WORLD WILDLIFE FUND-U.S.

Mr. TRAIN. Thank you, Mr. Chairman. Members of the committee.

I am Russell Train, president of the World Wildlife Fund, and cochairman of the Year 2000 Committee.

It is a pleasure to be here today and to speak in favor of S. 1090, a bill to establish a National Outdoor Recreation Resources Review Commission to conduct the study of the Nation's long-term outdoor recreation needs; and I congratulate you, Mr. Chairman, for scheduling this hearing on this important matter.

The Year 2000 Committee is a group of national leaders actively examining the ability of the United States to respond to global trends and natural resources, population, and environment.

Its 18 members include: Robert O. Anderson, chairman of Atlantic Richfield Corp., who serves with me as cochairman; Elliot Richardson, Robert McNamara, Cyrus Vance, and Walter Cronkite. Bill Ruckelshaus served on the committee until he returned to public service at EPA. We are also proud to have as a member Mrs. Marian S. Heiskill, who served on the original Outdoor Recreation Resources Review Commission chaired by Laurance Rockefeller 20 years ago.

I want to make it clear that I do not speak today on behalf of the Year 2000 Committee, but for myself as an individual with long experience in Government and private sector policy analysis and research—as president of the Conservation Foundation, and you have had a more recent president here in the first panel, under Secretary of the Interior, the first chairman on the Council on Environmental Quality, and second Administrator at EPA.

I am vitally concerned with the need for analysis of the Nation's natural resources needs and long-term planning to meet those needs. This is the objective of the legislation before you today.

Too often in Government, we make the decision to ad hoc in response to one crisis or another without full understanding of the problem and the appropriate solution.

Thanks to the work of the original Outdoor Recreation Resources Commission, this has not been the case with the protection and preservation of outdoor recreation and resources.

The ORRRC charted a course in outdoor recreation resources which has guided the Nation over the past 20 years through the establishment of the land and water conservation fund, the establishment of the Bureau of Outdoor Recreation, and the creation of national systems of wilderness, trails, and rivers.

In a sense, I think the work of that Commission provides a model, but as the excellent report of the Outdoor Recreation Policy Review Group makes clear, the Nation has undergone profound change since the original ORRRC submitted its report more than 20 years ago.

While the programs generated by ORRRC have served the Nation well, there now is a need for a reappraisal of these programs and the development of new programs to serve the Nation's outdoor recreation needs for another two decades.

There is a need, in the words of the Policy Review Group, to develop initiatives to meet outdoor recreation needs now and in the future.

Outdoor recreation is important. Policy decisions in outdoor recreation also are crucial to the protection of our land, water, and wildlife resources. I fully concur with the group's belief that the new Commission should be established by congressional action, as the original ORRRC was, with bipartisan membership, strong congressional participation, and representation by a wide range of interests in outdoor recreation.

And it strikes me that the day of the broad spectrum Commission to examine pressing national priorities and problems seems to be very much at hand, and I think that such a new committee at this time is particularly appropriate.

That is the substance of the bill before you today, and I urge swift action by this committee and by the Congress so that the Commission can begin work on providing the answers to the critical recreation resources issues confronting us.

Thank you, Mr. Chairman.

Senator **Wallop**. Thank you, Mr. Train.

Dr. Barber.

STATEMENT OF DR. JOHN C. BARBER, EXECUTIVE VICE PRESIDENT, SOCIETY OF AMERICAN FORESTERS

Dr. **Barber**. Thank you, Mr. Chairman.

I am John C. Barber, the executive vice president of the Society of American Foresters, which is a national organization representing the forestry profession in the United States.

I have submitted a prepared statement for the record, and will simply highlight several points.

Mr. Jack Berryman, the executive vice president of the International Association of Fish and Wildlife Agencies, has asked me to advise the committee that the international association joins SAF in its viewpoints expressed in this statement.

We appreciate the opportunity to comment on S. 1090.

Outdoor recreation is an important element of American life. The physical, psychological and social benefits of outdoor recreation are well documented. So, too, is the economic importance of outdoor recreation.

Senator Wallop, you might be interested in knowing that in 1980, the sportsmen in Wyoming spent $1.6 billion.

Senator **Wallop**. A chunk of it was mine. [Laughter.]

Dr. **Barber**. Despite the significance of outdoor recreation to States like Wyoming and the Nation as a whole, investment in recreation research, management, and planning have not kept pace with the increasing public demand. Recreation research and management programs have been especially hard hit in recent years.

In the light of the social, demographic and economic changes that have occurred in American society since the first ORRRC completed its report, we believe it is now appropriate to take a new look at the recreation policies and programs, and we support S.

1090 and the creation of a new Outdoor Recreation Resources Review Commission.

The Commission should assess current and future recreation needs and chart the course which can guide the management of the Nation's outdoor recreation resources.

There has been a great deal of discussion regarding the manner in which members of the Commission and advisory panel should be appointed, and how broad the scope of the Commission study should be.

The Commission and the advisory panel must include knowledgeable individuals and reflect a balance of perspective. The credibility of the Commission's efforts will be judged on the composition of the Commission and the advisory body.

We urge that nominations be sought from the conservation community for appointment to the advisory board. Further, we believe it is important that the Commission itself include adequate representation from congressional committees whose actions impact on the outdoor recreation resource base. That is, not only members of the Energy and Natural Resources and the Interior and Insular Affairs Committees of the Senate and House, but also congressional committees that deal with natural resources that affect outdoor recreation.

With regard to the scope of the Commission's study, its charge should not be so broad that its effectiveness is reduced. It has been suggested that the charge of the new ORRRC be broadened to include indoor recreation.

We agree with you that the Commission should deal with outdoor recreation in a thorough manner, rather than attempt to deal with all recreation issues.

We do believe, however, that the Commission should direct some attention to the needs of urban residents. Outdoor recreation in urban areas provides the dual benefit of improving the quality of life for the resident as well as increasing their awareness of the values and benefits of the Nation's natural resources.

We also urge that the Commission direct some of its attention, and particularly to the private lands and not restrict itself to the investigation in the public lands.

We see that the opportunities on private lands, especially in the South and East, will be very important, because they are strategically located near the major population centers.

I will also submit for the record a list of current issues and outdoor recreation management that we suggest the Commission consider during its study.

As a profession, foresters are concerned about outdoor recreation and the role that the public and private forest lands must play in meeting the Nation's recreation needs.

We support S. 1090, and we offer our assistance in the development of the Commission's benchmark report on the status and the future of the Nation's outdoor recreation resources.

We are also very pleased to see the unanimity of support for this legislation and for the creation of a new Commission to do this job.

Thank you, Mr. Wallop, for the opportunity to present our view.

Senator WALLOP. Thank you, Dr. Barber.

[The prepared statements of Dr. Barber and Mr. Resler follow:]

SOCIETY OF AMERICAN FORESTERS 5400 GROSVENOR LANE • BETHESDA, MD 20814 • (301) 897-8720

Statement of Dr. John C. Barber
Executive Vice President
Society of American Foresters

Before the
Subcommittee on Public Lands and Reserved Waters
United States Senate

On S.1090
A Bill to Authorize A
New Outdoor Recreation
Resources Review Commission

September 23, 1983

Mr. Chairman, my name is John C. Barber, Executive Vice President of the Society of American Foresters. The Society was established in 1900, by Gifford Pinchot and six other pioneer foresters, and today is the national organization representing all segments of the forestry profession in the United States, including public and private practitioners, researchers, administrators, educators, and forestry students. I am speaking to you today on behalf of our 21,000 members.

Mr. Jack Berryman, Executive Vice President of the International Association of Fish and Wildlife Agencies has asked me to advise the Committee that the International Association joins SAF in the viewpoints expressed in this statement. We appreciate this opportunity to appear before you to comment on S.1090, a bill to authorize a new Outdoor Recreation Resources Review Commission (ORRRC).

Outdoor recreation is an important element of American life. As reported in the 1977 Nationwide Outdoor Recreation Survey, 98 percent of all Americans participated in some form of outdoor recreation. The recreation activities in which Americans most often engaged were visits to amusement parks, zoos, aquariums, fairs, etc.; picnicking; driving for pleasure; walking or jogging; and swimming or sunbathing. A 1980 survey by the U.S. Fish and Wildlife Service determined that one in every two adult Americans participated in some form of wildlife-related outdoor recreation. Fishermen numbered 42 million and 17 million Americans hunted. Participants in nonconsumptive activities -- wildlife observation, photography, and feeding -- included 83 million Americans. Studies of recreation trends indicate that while participation in some activities tends to by cyclic, others continue to occupy a larger percentage of Americans' leisure time.

The physical, psychological, and social benefits of outdoor recreation are well-documented. So, too, is the economic importance of outdoor recreation. As noted in the report, Outdoor Recreation for America - 1983, leisure expenditures totalled $244 billion in 1981. One dollar of every $8 spent by persons in the U.S. was for leisure pursuits. In 1980, expenditures for wildlife-related recreational activities alone totalled

$40 billion, an amount "equal to the dividends paid by all U.S. corporations in 1979; equal to the cost of U.S. oil imports; more than the assets of General Motors; and equal to the annual sales of Sears, K Mart, and J.C. Penney combined."[1] You might be interested in knowing, Senator Wallop, that sportsmen in Wyoming spent $1.6 billion dollars during 1980 alone.

Despite the significance of outdoor recreation to states like Wyoming, and the nation as a whole, investments in recreation research, management, and planning have not kept pace with increasing public demand. Recreation research and management programs have been especially hard hit.

In light of the social, demographic and economic changes that have occurred in American society since the first ORRRC completed its study, we believe it is now appropriate to take a new look at outdoor recreation policies and programs. We support S.1090 and the creation of a new Outdoor Recreation Resources Review Commission.

The contributions of the original Outdoor Recreation Resources Review Commission to national outdoor recreation policy are enormous. The Commission's recommendations led to major public programs during the past 20 years resulting in the establishment of nationwide systems of trails and scenic waterways, major land acquisition initiatives, and a new Federal agency to administer public recreation programs.

The efforts of the new Commission should focus primarily on determining whether changes in public and private outdoor recreation policy in America are needed at this time. New approaches to recreation management and new delivery systems for meeting the nation's outdoor recreation needs may be warranted. The Commission should assess current and future recreation needs and chart a course which can guide the management of the nation's outdoor recreation resources.

There has been a great deal of discussion regarding the manner in which members of the Commission and advisory panel should be appointed and how broad the scope of the Commission's study should be.

We are concerned that the Commission and the advisory panel include knowledgable individuals and reflect a balance of perspectives. The credibility of the Commission's efforts will be judged on the basis of the composition of the Commission and advisory body. We urge that nominations be sought from the conservation community for appointments to the advisory board. Further, we believe it important that the Commission itself include adequate representation from Congressional committees whose actions impact on the outdoor recreation resource base. That is, not only members of the Energy and Natural Resources and Interior and Insular Affairs Committees in the Senate and House, but also other congressional committees that deal with natural resources that affect outdoor recreation -- such as the Senate Committees on Agriculture, Nutrient and Forestry, and Environment and Public Works, and House Committees on Agriculture, Energy and Commerce, and Merchant Marine and Fisheries.

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[1] Opening remarks of Mr. Daniel Poole, Wildlife Management Institute, at the 1982 North American Wildlife and National Resources Conference, Portland, Oregon.

With regard to the scope of the Commission's study, we are concerned that its charge not be so broad that its effectiveness is reduced. It has been suggested that the charge of the new ORRRC be broadened to include indoor recreation. We believe the Commission should deal with outdoor recreation issues in a thorough manner, rather then attempt to deal with all recreation issues. We do not mean to belittle the importance of indoor recreation in America. However, it would be more appropriate to deal with this subject in a separate effort.

We do believe that the Commission should direct some attention to the outdoor recreational needs of urban residents. Outdoor recreation in urban areas provides the dual benefit of improving the quality of life for residents and increasing their awareness of the values and benefits of the nation's natural resources. Nearly 75 percent of all Americans live in metropolitan areas. Their participation in outdoor recreation continues to increase.

We urge that the Commission not restrict its investigation of outdoor recreation to public lands. Private lands are likely to be an increasingly important source of recreation opportunities. Nearly 50 percent of the forest and range lands and associated waters in the U.S. are privately owned. Especially in the South and East, where private land is more strategically located near major population centers, its role in meeting future recreation needs will increase.

I will submit, for the record, a list of current issues in outdoor recreation management that we suggest the Commission consider during its study. This list was prepared by SAF's Recreation Working Group, which includes 1,200 of the nation's leading recreation researchers, administrators, and educators. The Working Group is chaired by Dr. Robert Douglass, Chairman of the Division of Parks and Recreation, Ohio State University.

I will not attempt to address today, all the issues identified by the Working Group. Rather, I would like to focus some attention on one issue of particular concern. That is, the management and protection of the renewable natural resources which serve as the basis for outdoor recreation programs and determine the nature and quality of recreational experiences.

As reflected in the 1980 State of the Parks Report, a wide range of internal and external threats are causing "severe degradation of park resources." These threats are impacting scenic resources, air and water quality, and the flora and fauna of individual park units. A July, 1983 report by the U.S. Fish and Wildlife Service, highlighted similar resource problems affecting the National Wildlife Refuge System.

Recent Congressional actions have been symptomatic of increasing public and professional concern for the health of the nation's recreation resources.

Two workshops you chaired, Senator Wallop, one in July of 1981, the other last June, focussed on alternative measures for protecting recreation lands. The National Park System Protection and Resource Management Act of 1983 (H.R. 2379), a measure intended to reduce the likelihood of threats to park resources, is before the House of Representatives. Pending wilderness bills, proposed additions to the wild and scenic rivers and national trails systems, and recently proposed alternative land protection measures, reflect national concern for the status of our recreation lands.

The impacts of users and the effects of land management practices on the quality of recreation resources need further study. We should determine if existing data on the vegetation, wildlife, and other natural resources of recreation areas are adequate to identify and monitor changes in their status. We need to develop a better understanding of how the ecosystems of these areas function, and how our activities will affect them. Where information and expertise is lacking, corrective measures must be taken.

To sum up, Mr. Chairman, a thorough and objective review of outdoor recreation management policy is appropriate and in the best interest of the American public. The members of the Commission and advisory board should reflect the breadth of expertise needed to adequately deal with the issues that will affect recreation policy and management in the decades to come. In short, the members should not only include current leaders in the outdoor recreation field, but individuals with a knowledge of forestry, wildlife and other natural resource management disciplines, since it is their actions that will largely determine the nature and quality of future outdoor recreation supply. The scope of the Commission's effort should be sufficiently focussed to permit a thorough and efficient study of outdoor recreation issues, including those that relate to the outdoor recreational opportunities and needs of urban residents. A discussion of renewable natural resource management problems affecting recreation resources, should be an important component of the Commission's efforts.

As a profession, we are concerned about outdoor recreation and the role that public and private forest lands must play in meeting the nation's outdoor recreation needs. Two members of the first ORRRC, Samuel T. Dana and Bernard L. Orell, were Past Presidents of the Society of American Foresters.

We will continue to support S.1090 and offer our assistance in the development of the Commission's benchmark report on the status and future of the nation's outdoor recreation resources.

Thank you for this opportunity to present our views.

SUPPLEMENT TO TESTIMONY ON S. 1090, A BILL TO AUTHORIZE THE ESTABLISHMENT OF A NEW OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

Presented by:
Dr. John C. Barber
Executive Vice President

Society of American Foresters
5400 Grosvenor Lane
Bethesda, Maryland 20814

The contributions of the original Outdoor Recreation Resources Review Commission to national recreation policy are enormous. The Commission's recommendations led to major public programs during the past 20 years resulting in the establishment of nationwide systems of trails and scenic waterways, major land acquisition initiatives, and a new Federal agency to administer public recreation programs.

The efforts of the new Commission should focus primarily on assessing the status of public and private recreation policy in America and charting a course for the future. Social, economic, and demographic changes are occuring in America which may warrant new approaches to recreation management and new delivery systems for meeting the nation's outdoor recreation needs.

As one part of this effort we urge that the new Commission address the following list of current issues in recreation management. This information was prepared with the assistance of the SAF Recreation Working Group, which includes approximately 1,200 of the nation's leading recreation researchers, managers, educators and administrators.

Issue One - Outdoor Recreation Measurements

Recreation Supply

Forests and rangelands and their associated waters provide a wide spectrum of outdoor recreation opportunities. The nature and quality of these opportunities varies with the activity and setting in which they occur. An inventory of the acres of land available for recreation alone is inadequate for determining supply, since the quality of the recreational opportunities they provide can vary greatly. Differences in the definitions of recreation lands and activities, and changes in private land access and the management status of public lands also affect recreation supply. The Commission should address the need for more effective measures of recreation supply.

Recreation Participation and Demand

The lack of a uniform system for classifying recreation outputs and measuring participation has hampered progress in assessing present and future recreation demand. Recreation participation surveys are often developed with little coordination between sponsoring agencies. Failure to use similar definitions and methodologies in periodic surveys has hampered efforts to monitor trends. In general, demand information is weak, making projections highly uncertain. The Commission should recommend a means to improve current methods for estimating recreation demand, including measures to increase the comparability of recreation surveys for studying participation trends.

Recreation Values

The value of recreation opportunities is often difficult to quantify in economic terms. This makes the cost effectiveness of recreation programs difficult to measure. Better measures of the economic value and social benefits of outdoor recreation are needed to evaluate the benefits of investments in recreation programs.

Issue Two - Recreation Program Funding

Federal and state recreation programs have typically been funded through general appropriations. Recent debate regarding the relative roles of government and the private sector in the development of recreation programs has triggered the need to evaluate the appropriate responsibilities of each.

Alternative sources of public recreation program funding, including user fees, need further investigation. A range of funding mechanisms currently exists at the state and Federal levels. For example, revenues from the sale of surplus Federal properties and off shore oil development support land acquisition through the Land and Water Conservation Fund. Many innovative state programs have been developed to support specific recreation programs. The Commission should investigate alternatives to fund Federal, state and local outdoor recreation programs.

Private investment in outdoor recreation and the relative role of the private sector in providing outdoor recreational opportunities should be an important part of this study. Changes in Federal land management policy have provided increased opportunities for private investment in meeting current demand for recreation on public lands. Studies are needed to determine what each sector does best, where private investment might supplement or replace public programs, and where joint funding and management efforts should be expanded to meet increasing recreation needs.

Issue Three - Natural Resource Management and Protection

As reflected in the 1980 State of the Parks Report and similar studies, the natural resources of the National Park System and other public recreation areas are subject to degradation due to activities both outside the boundaries of management units and to the activities of recreationists themselves. Concern for maintaining the integrity of these resources has led to efforts to establish legislation to better protect park units from internal and external threats.

Better understanding of the impacts of users upon recreation resources is needed. Also, the effects of land use practices both within and outside public land boundaries on recreation activities need further study. We should determine if existing data on the vegetation, wildlife and other natural resources of recreation areas (including National Parks, National Forest Systems lands, the National Trails Systems, Wild and Scenic Rivers Systems, National Monuments, Bureau of Land Management areas, and National Wildlife Refuges) are adequate to identify and monitor changes in these resources due to internal and external threats.

The Commission should consider means to better assess and monitor changes in the status of natural resources on public lands that are used for recreation. Management personnel should be better prepared to understand and resolve recreation management problems due to land use conflicts.

Issue Four - Coordinating Recreation Management Activities

In both the public and private sectors lack of coordination in recreation management and planning has hampered progress in meeting expanding recreation demand. Independent data collection efforts for example, have made it difficult to compare the extent of recreation participation on the lands of different Federal agencies. Lack of coordination in recreation planning leads to inefficient use of limited program funding. Greater coordination between public and private interests, though difficult, may be desired.

Coordinated efforts in recreation data collection and program planning in particular would help to stretch program funds. The Commission should study and identify opportunities for coordinating recreation research, management, and planning activities within both the public and private sectors.

Issue Five - Recreation Research Priorities

In order to better address current recreation management problems, a means should be developed to identify and prioritize information needs to guide recreation research programs. Though some agencies, in particular the USDA Forest Service, have taken a lead in this area, better interagency coordination and use of existing expertise in the nation's colleges and universities could be promoted. Areas that warrant high priority include:

- measuring recreation outputs
- economic values of outdoor recreation
- other measures of the individual and social benefits of outdoor recreation
- recreation trends
- methods for projecting demand
- measures of recreation quality
- impacts of recreation on natural resources
- recreation program effectiveness
- recreation delivery systems
- measuring recreation supply
- the relationship between supply and demand
- recreation management on special use areas (e.g., wilderness)

As reported by the Outdoor Recreation Policy Review Group, "the data base for outdoor recreation remains, at best, primitive." The Commission should investigate the role of research in addressing recreation management issues and recommend an agenda of basic and applied recreation research priorities.

Issue Six - Recreation Management in Special Use Areas

Wilderness areas, National Wildlife Refuges, and other special use areas create unique recreation management problems. Wilderness areas in particular have increased in popularity, requiring that use be regulated to ensure that the quality of the recreation experience and the integrity of the resource not be disrupted.

Projected increases in recreation participation will place increased pressure on these resources. At the same time, conflicts between user groups will increase as recreation is regulated in line with the primary use of these areas. The Commission should address the unique aspects of recreation management associated with special use areas.

Issue Seven - Recreation Opportunities in Urban Areas

Outdoor recreation in urban areas provides the dual benefit of improving the quality of life for urban residents and increasing their awareness of the values and benefits of the nation's natural resources. Nearly 75 percent of all Americans live in metropolitan areas.

Urban residents are participating in outdoor recreation in increasing numbers. However, changes in transportation costs can reduce the supply of outdoor recreation for urban residents to areas in closer proximity to their homes. The high cost of land near urban areas and management problems associated with intensely used urban recreation areas strongly affect the supply of recreation for urban residents.

The Commission should recommend improvements in current programs and policies to correct existing inadequacies in the supply of outdoor recreation opportunities for urban residents.

Issue Eight - The Role of Private Lands in Meeting Outdoor Recreation Demand

Public land use conflicts are greatest where the supply of places to recreate on public lands is limited. Private lands will play an increasingly important role in meeting future recreation needs. This will be particularly true in the Southeast and North where private lands are nearest to urban centers.

Restricted access to private lands can have a significant impact on participation in outdoor activities such as hunting. Where the value of recreational activities can be captured on private lands, such as camping and skiing, private investment can do much to increase recreation supply.

The Commission should pay particular attention to the role that private lands must play in supplying future outdoor recreation needs.

Additional information on these issues can be provided upon request.

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Subcommittee on Public Lands & Reserved Water
Committee on Energy and Natural Resources
United States Senate

A Statement By

Rexford A. Resler
Executive Vice President
American Forestry Association

September 23, 1983

Mr. Chairman, my name is Rexford A. Resler, Executive Vice President of the American Forestry Association. I appreciate this opportunity to testify in wholehearted support of S.1090, a bill to establish a National Outdoor Recreation Resources Review Commission (ORRRC), to study and recommend appropriate policies and activities for government agencies at the federal, state, and local levels, and for the private sector, to assure the continued availability of quality outdoor recreation experiences in America to the year 2000, and for other purposes.

We wish to commend the Chairman and the many co-sponsors of S.1090 for their leadership and support for a bill that would reauthorize a National ORRRC study to re-evaluate this nation's current and future recreation needs and policies in light of the many changes that have occurred during the period since the original ORRRC study was completed. There is no need to recount the many benefits to the American public that resulted from the original ORRRC study. Suffice to say that it is time again to re-evaluate our needs, policies, programs, relationships among the public and private sector, and to chart an effective course for the future of outdoor recreation. It is difficult for me to conceive of any serious opposition, even in these most difficult times of federal deficits. The costs are minimal, the objectives eminently logical, and the benefits to society will again prove to be immeasurable.

This is a most appropriate federal role because it will provide leadership in assessing outdoor recreation needs and opportunities for the people of this country in full cooperation with the states and with the private sector. The composition of the commission is intended to be bipartisan in nature and balanced in its composition between governmental and private citizens. The bill provides ample authority for the creation of a knowledgeable, well-balanced commission.

For the conclusions of this second ORRRC study to enjoy the credibility and support of its predecessor study, it will be essential that the composition of the commission members be selected in such a way that the commission is truly balanced and that it fully reflects the broad spectrum of diverse interests in outdoor recreation. It is my expectation that these hearings will surface many of the concerns that have been and will be voiced about the appointment process. I hope that those who are responsible for the appointments, namely the President of the Senate, the Speaker of the House, and the President of the United States, will strive to achieve representation on the commission that will assure its success. In our view S.1090 contains all of the authorizations needed; a careful, objective selection of commission members will largely influence the credibility and the degree of acceptance of the commission's conclusions. It is our expectation that the commission appointments would carefully avoid a bias of pro development or pro non-development, biases in favor of or opposed to a federal or other public role, or, for that matter, of any predilection of favoring free enterprise/free market solutions to the nation's recreation needs.

Mr. Chairman, we urge a prompt enactment of S.1090. We pledge our full support to the commission in the conduct of its study in any way we may be of assistance.

Mr. Chairman, we appreciate the opportunity to testify in support of S.1090 and again commend all of its sponsors for their leadership and support of this vitally important legislative initiative.

Senator WALLOP. Mayor Godbold.

STATEMENT OF HON. JAKE GODBOLD, MAYOR OF JACKSONVILLE, FLA., ON BEHALF OF THE UNITED STATES CONFERENCE OF MAYORS

Mayor GODBOLD. Mr. Chairman. Members of the committee.

I am Mayor Jake Godbold, from the city of Jacksonville, Fla.

I appreciate the opportunity to appear before you in support of this legislation to establish a Commission to assess our national recreation policies and needs.

I am here today on behalf of the U.S. Conference of Mayors. And let me say to you that we are very much in support of this bill, S. 1090.

I am not here—I do not have a long list of prestigious names to drop to you, as many of the people have done here today. I am not here to quote past Presidents of the United States.

But I think I am here representing the most important people in this country, and the majority of the people, and that is the mayors and the people they represent.

Seventy-seven percent of the people in this Nation live in the large cities in this country. We here today, we support national parks, and we support your efforts here today in creating this new Commission, but we do urge you to consider, and I appreciate it for the first time—and all the speakers, the gentlemen at the end of the table, mentioning urban parks for the first time; and I have a feeling here that we may overlook urban parks. I hope we don't.

We are talking about people, Mr. Chairman, that will never see Yellowstone National Park. Some of the people here today talked about more money and more time. And the people I represent don't have more money; and they don't have more time, because they are working harder today than they have ever worked in their life, just to stay alive.

Most of these people, their children spend the biggest part of their time in metropolitan parks. The recreation leaders in those parks have more influence on their life than their parents do, because they spend more time with these people.

I grew up on those parks. I don't know much about national parks, but I know an awful lot about urban parks, and I can tell you they should be a part of this Commission, Mr. Chairman.

And I pray to God they will be, because they are so very much an important part of the direction of the young people of this country.

I go out on Saturdays and Sundays and I see our young people standing in line, waiting to take the winning team on, on the basketball court. I see our people when they don't and cannot afford to have a swimming pool in their backyard. They can't afford to belong to the country club, and play on the country club tennis courts or the country club golf courses.

And the urban parks are the only place they have to play. And the urban parks are the only place they have to turn to. These young people have an awful lot of energy, and they are going to use that energy in a very positive way or maybe in a negative way, but I think the chances they will use that energy in a positive way is less, I think it will go in that direction if we provide the type of parks and the proper leadership there for these young people.

We have truly had a partnership with the Federal and the State and the local government in the past. We in Jacksonville have not set aside and waited for the Federal Government to act alone. Just recently, October 15, we will open up 26-acre urban river-front park, to guarantee our children and our children's children that they will have access to the river. They will have a place to come and launch their boats, a new bulkhead to fish from, a new place to come to picnic on Sunday afternoon.

They will have a place to come on the river to be able to listen to music and the orchestra. They will have a place to come and gather in an urban park.

In closing, I wish to urge this Committee to broaden the scope of this legislation, to include a full review of all recreation facilities, to see how the cities are coping with the immediate and long-range recreation problems of this Nation.

I also urge that representation on Outdoor Recreation Resources Review Commission include those who are experts in urban recreation and human services issues, not just those concerned with land protection.

Again, Mr. Chairman, I end by saying to you that we very much support this legislation, and we very much support the protection of these large national forests in the parks, but we also urge you to have a partnership with the urban parks, which is so vitally important to our people.

Thank you, Mr. Chairman.

[The prepared statement of Mayor Godbold follows:]

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STATEMENT OF

THE HONORABLE JAKE GODBOLD
MAYOR OF JACKSONVILLE

on behalf of

THE UNITED STATES CONFERENCE OF MAYORS

on

THE RECREATION COMMISSION
AND THE CITIES

before the

SUBCOMMITTEE ON PUBLIC LANDS
AND RESERVED WATER

COMMITTEE ON ENERGY AND NATURAL RESOURCES

UNITED STATES SENATE

September 23, 1983

Mr. Chairman and Members of the Committee, I am Jake Godbold, Mayor of the City of Jacksonville, Florida. I appreciate the opportunity to appear before you in support of this legislation to establish a commission to assess our nation's recreation policies and needs. I am here today on behalf of the U.S. Conference of Mayors, of which I am a member of the Advisory Board.

First, let me say that I am in support of the formation of a National Outdoor Recreation Resources Review Commission. Public demand for quality recreation opportunities is increasing rapidly, and it is important not only to review what has been accomplished at the federal level to provide those opportunities, but also to respond to the present and future needs for recreation in our constantly changing society.

However, I am concerned that Senate Bill 1090 will create a commission that is dedicated solely to studying "outdoor" recreation issues, primarily land and water resources, national and state parks, forests and wild life sanctuaries, and the need for "getting-away-from-it-all" type leisure-time facilities.

I grew up in public housing in Jacksonville. Forty years ago the kids in my neighborhood and I played "stick ball" and "kick the can" in the street. The only way you could get to play on the only baseball field was to be on an organized team, and many of our parents couldn't afford the entry fee or uniforms. We didn't have soccer fields and swimming pools and community centers like the kids living in public housing today. I had a paper route and did odd jobs to help support the family, so I didn't have a lot of time for recreation anyway. But I envied those kids out in the suburbs who had nice parks and didn't have to dodge cars when they chased a long fly ball.

I became a Jacksonville City Councilman about 17 years ago, and I wanted to see a greater effort to provide good recreation facilities in the economically depressed neighborhoods. We made some progress at the local level, but it was tough getting a budget for urban parks when the suburbs were growing by leaps and bounds. Then, in the late 1970's, the Urban Park and Recreation Recovery program (UPAAR) was initiated, and along with Community Development Block Grant funds, the federal government helped Jacksonville and many other metropolitan areas rehabilitate their core-city parks and playgrounds. Through the Heritage Conservation and Recreation Service of the Department of the Interior, we received funds to buy land for an oceanfront park. It is one of the very few municipally-owned oceanfront parks on the Atlantic seaboard.

Mr. Chairman, I am quite concerned that UPARR and other similar programs are going to die on the vine. We cannot go backwards in time by leaving urban residents, many of whom have neither the transportation or financial means to travel to our national parks and state wilderness areas, completely out of the recreation picture. There is a full range of urban recreation issues which are not being addressed in the major focus of Senate bill 1090.

Why is a strong, on-going urban recreation initiative important? I think the statistics are overwhelmingly supportive:

- 77 percent of all Americans live in an urban environment;

- 12 percent of our personal spending goes for some form of recreation, an increase of 47 percent in inflation-adjusted dollars from 1965 to 1981;

- 1 of every 15 jobs in this country is directly related to leisure-time pursuits. That's more than the population of Los Angeles.

Just as importantly, our law enforcement officials and court systems are convinced that there is a direct ratio between crimes committed by urban youths and the quality of recreation facilities in their neighborhoods.

America today is on one of its most beneficial "kicks" ever -- fitness. Physical exercise is as much a part of good health as a proper diet and adequate sleep. Good mental health is important, too, and that means having a place to go to get away from the daily routine or the workplace. Our senior citizens are living longer and healthier, happier lives because we have given then more to live for through our recreation and nutrition programs at community centers.

I don't expect the federal government to finance the rebuilding of the nation's urban recreation infrastructure by itself. In fact, Jacksonville has spent over 30 million in local dollars to improve our parks, playground and sports facilities over the past four years. We are revitalizing our downtown riverfront with a 23-acre park on one side of the St. Johns River, and a 1.1-mile boardwalk with all types of leisure-time activities on the other side. However, the UPARR and similar programs are very important to every city if we are to maintain and continue to build the types of recreation facilities a growing urban population needs and deserves.

Mr. Chairman, members of the Committee, when I was growing up, the Grand Canyon and Pike's Peak were just as mythical and far-away to me as the Great Pyramid of Egypt. I loved to go fishing, but my father couldn't take me to catch salmon in the rivers of Washington State, or even to the Everglades in South Florida. None of my friends or I spent our summers away at camp.

The same can be said for thousands of youngsters growing up today in urban America. But that's okay, as long as they have a place to play. That 70-year-old widow living on social security may never get to see the giant redwoods in the Sequoia National Park, but through your help and mine she can go to the park and enjoy the oak, magnolia, and dogwood trees. Many American families may never fulfill their dream of camping out in Yellowstone National Park, but limited financial resources shouldn't mean they don't have a place to go for a picnic or softball game.

Mr. Chairman, with the Committee's permission, I wish to submit as part of my testimony, a copy of the Resolution passed unanimously by the Annual Conference of Mayors in Denver June 15 of this year, concerning the lack of an urban focus in the proposed commission.

In closing, I wish to urge this Committee to broaden the scope of this legislation to include a full review of ALL recreation facilities and to see how cities are coping with immediate and long-range recreation problems. I also urge that representation on the Outdoor Recreation Resources Review Commission include representation from local governments and those who are experienced in urban recreation and human services issues, not just those concerned with land protection.

Mr. Chairman, the U.S. Conference of Mayors appreciates the opportunity to present our views to you this morning. We look forward to working with you over the next several months towards creation of an effective commission. I would be pleased to take whatever questions the Committee might have.

RESOLUTIONS ADOPTED

Fifty-First Annual Conference
Denver, Colorado
June 11–15, 1983

Outdoor Recreation Resources Review Commission

WHEREAS, the Outdoor Recreation Policy Review Group has made recommendations which will help shape future federal outdoor recreation policy; and

WHEREAS, the Review Group has endorsed the establishment of a new Outdoor Recreation Resources Commission for the purpose of developing policy recommendations for consideration by Congress; and

WHEREAS, the enabling legislation now before Congress does not adequately address the needs of urban areas in providing urban recreation opportunities in the scope of the Commission's work; and

WHEREAS, for many city residents outdoor recreation is synonomous with urban parks and other urban recreation opportunities,

NOW, THEREFORE, BE IT RESOLVED that the U.S. Conference of Mayors urges Congress to emphasize the importance of urban recreation in legislation establishing the Outdoor Recreation Resources Review Commission.

UNITED STATES
CONFERENCE OF MAYORS

Senator Wallop. Thank you, Mr. Godbold.
Mr. Wirth.

STATEMENT OF THEODORE J. WIRTH, PRESIDENT, AMERICAN SOCIETY OF LANDSCAPE ARCHITECTS

Mr. Wirth. Good morning, Mr. Chairman. My name is Theodore J. Wirth, and I am here today to testify in support of Senate bill 1090 as president of the American Society of Landscape Architects.

My interest in this legislation, however, extends beyond just being president of my professional society. Because I represent the third generation of professional landscape architects involved in park and recreation planning.

My grandfather had major responsibilities for designing the Minneapolis park system, still one of America's leading urban park systems. And my father was former Director of the National Park Service.

I also worked for the National Park Service before establishing my private practice in Billings, Mont., in 1961. And I have had major involvement in park and recreation resource planning throughout the United States and internationally, and serve on the Board of the National Society of Park Resources.

As a former resident of Wyoming and currently your neighbor from Montana, Mr. Chairman, I am gratified that you are chief sponsor of this legislation, and that my own Senator, John Melcher, is a cosponsor.

The American Society of Landscape Architects presently represent nearly 7,000 landscape architects in public, private, and academic practice. Our members play a major role in design, planning, and management of land resources of this Nation, and many are active in a wide range of park and recreation planning activities for Federal, State, and communities as well as the private sector.

Outdoor recreation and preservation of lands and resources for outdoor recreation have played an ever increasing role in the growth and quality of life of this nation since colonial days. Because it was in 1641 that the Massachusetts Bay Colony passed the Great Pond Act providing that any body of water over 10 acres or more must be kept open by its owners to public access for purposes of fishing and fowling.

Subsequently, one of the first public recreation areas in the nation known today as the "Boston Commons" was set aside by the colonists. Growth of recreation over the decade has paralleled the nation's growth emerging from simple town squares or commons to major public and private efforts to provide recreation areas, opportunities, and activities for all Americans.

In 1958, the President's Outdoor Recreation Resources Review Commission in effect dealt with the accelerating public demand for outdoor recreation following World War I and the Korean war, and was responsible for a whole new perception of outdoor recreation as a viable part of our Nation's quality of life, public health, and welfare.

Many of the quality outdoor recreation resources that we enjoy today throughout America are a result of programs which are based on ORRRC report's recommendations. But it has been over 20 years since the ORRRC report was prepared.

Today we as a nation are headed in the fast lane for dynamic changes in our whole socioeconomic structure. Some futurists call it a scientific technological revolution, and predict that its impacts will be more dynamic than was the industrial revolution.

We are already seeing major changes in life styles, and we need to respond to those changes as they impact outdoor recreation resources and needs. An important point of this legislation is that it will also provide for assessing the role of the private sector in providing recreational resources with a view toward increasing the private sector's potential in concert and/or partnership with all levels of the Government.

The American Society of Landscape Architect's specific recommendations for issues that we feel that the Commmission should include in its assessment can be found in the full text of our testimony.

In summary, the American Society of Landscape Architects supports the establishment of the Commission under the assumption that it will not simply be a rehash of the ORRRC report, but will go beyond the scope of the original Commission, and deal with ever more farsighted issues that are likely to be created by the dynamic socioeconomic changes predicted into the 21st century.

We urge speedy approval of S. 1090, and stand ready to assist in carrying out its mandates. Thank you, Mr. Chairman, for this opportunity to express our views.

[The prepared statement of Mr. Wirth follows:]

ASLA
American Society of Landscape Architects

STATEMENT OF THEODORE J. WIRTH
PRESIDENT
AMERICAN SOCIETY OF LANDSCAPE ARCHITECTS
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
COMMITTEE ON ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE
AT HEARINGS ON S. 1090 ---
"NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983"

SEPTEMBER 23, 1983

Mr. Chairman, members of the Committee. I am Theodore J. Wirth, president of the American Society of Landscape Architects. For more than 30 years, I've been involved in recreation planning both in private practice and on the staff of the National Park Service.

It is a pleasure to be here today to speak in support of S. 1090, a bill to establish a National Outdoor Recreation Resources Review Commission. We are gratified, Mr. Chairman, that you are the chief sponsor of this legislation, and we commend you for your leadership.

The American Society of Landscape Architects -- ASLA -- strongly endorses the need for a comprehensive assessment of America's long-term outdoor recreation needs as proposed by S. 1090. Such an assessment is essential to our national vitality, a healthy economy, and to the quality of our environment. As you know, for the past two decades, this nation's recreation policy has been guided by the recommendations of the Outdoor Recreation Resources Review Commission (ORRRC), established in 1958. American life and, with it, recreation needs, have changed drastically in the last 20 years. With the ever increasing pressure of our complex society, recreation has taken on a new and increasing importance. The great demand for quality recreation opportunities dictates that the federal government, through Congress, undertake a comprehensive review of recreation matters and develop new and forward-looking public policy options.

ASLA has been part of the coalition of organizations calling for a reappraisal of national outdoor recreation policy. Beginning in January 1982, the coalition evaluated America's current outdoor recreation policy and identified the need for a comprehensive review in order to meet the outdoor recreation needs of the future. We believe that the proposed Commission provides the best means for accomplishing this goal.

ASLA is the only organization which represents landscape architects in the United States. Founded in 1899, it is a professional society representing nearly 7,000 landscape architects in public, private, and academic practice as well as students and affiliates in related professions. Our members play a major role in the design, planning and management of the land and its resources. All of our members share a commitment to stewardship of the land and to achieving a balance between preservation, use and management of our nation's resources. In addition, part of our professional responsibility is to foster the public's mental and physical health by helping to insure that resources are available to support quality recreation experiences. Many of our members are active in a wide range of park and recreational planning activities for federal, state and local jurisdictions as well as for the private sector.

The National Outdoor Recreation Resources Review Act of 1983 (S. 1090) presents a unique opportunity to focus national attention on the enormous benefits of quality recreation in all facets of American life and to assure the continued availability of quality outdoor recreation experiences.

There is little doubt that outdoor recreation is more important than ever in American life -- it is a major component of the health and fitness movement, it provides millions of jobs, and it remains a powerful force in the drive for environmental quality.

Analysis of current trends and societal change indicate that an even greater importance will be placed on quality outdoor recreational activities. Several recent trends and developments will have considerable impact on the future of recreation. The aging population, changing attitudes towards work, the unparalleled interest in physical fitness, technological advances and rising energy costs which restrict travel, are all factors that will help shape the future of recreation in this country.

Instead of expanding to meet an increasing need, outdoor recreation opportunities are dwindling. Government funding for outdoor recreation programs continues to decline. As you know, many of the programs originally recommended by ORRRC have been dismantled and still more face an uncertain future. In a replay of last year's budget battle, the administration is again threatening the existence of the Land and Water Conservation Fund and the Urban Park and Recreation Recovery Program, to name just a few. (We do recognize, however, that the 1983 Jobs Bill authorized $40 million in Urban Park and Recreation Recovery Program grants to 124 cities and counties.)

In order to meet the increasing demand for quality recreation opportunities, we believe that Congress must take the initiative now to authorize a careful review of national outdoor recreation policy. There is an urgent need for new and forward-looking public policy options for all levels of government to consider in preparing adequately for the recreation demands of the future. The role of the private sector in providing recreational experiences should also be assessed, with a view towards increasing its great potential. Without a comprehensive policy appraisal and revitalization, our nation's outdoor recreation opportunities will continue to decrease, and archaic programs and attitudes will continue to shape America's recreation future.

The American Society of Landscape Architects generally supports the establishment of the National Outdoor Recreation Resources Review Commission as proposed by S. 1090, and concurs with the objectives of the proposed Commission as outlined in Sec. 7(b) of the bill.

Specifically, it is our hope that an assessment of existing and potential outdoor recreation policies would include addressing:

1. the need for and value of resource preservation and passive recreation in addition to active, organized recreation.

2. the importance to health, safety and welfare of providing a quality living/working environment -- i.e. clean air and water; urban green oases; plants and trees within cities to foster clean air, provide shade and enhance space; and quality of design.

3. the need to preserve quality rural open space now to insure future availability -- and the means to do this -- e.g. preservation/open space zoning, easements, tax incentives.

4. the ways recreation opportunities are to be funded.

5. the need to insure the continued availability of operational funding for the protection, management and preservation of natural and cultural resources.

6. the increasing importance of the need for wise conservation, management and use of natural and cultural resources.

7. the establishment of a system to evaluate the impact of use on recreation and park resources and to provide corrective measures -- e.g. carrying capacity, cyclic maintenance, rotating use, regeneration.

8. the need and justification for protecting wilderness areas and endangered species.

9. the need for the involvement -- at all stages -- of recreation and park planning and management professionals in the planning, design, development and management of recreation and park resources.

10. the role of recreation in light of this country's economic situation.

In addition, we believe that the assessment should address the increasing need and demand for open, "breathing" space, especially natural and unstructured open space. Since this open space may be more difficult to create or keep available in densely developed areas, consideration must be given to the need for protective mechanisms for preservation and management of open space in dense areas, mechanisms to acquire available open space, and public transportation to and from open space within developed areas as well as transportation from densely populated areas to open space.

We recognize that an assessment is only the first step towards developing a far-reaching and adequate outdoor recreation policy to meet existing and future needs. To insure that the Commission's work has greatest value, we urge that its final report contain specific policy recommendations as well as a strategy, timetable, and organization structure for policy implementation.

In short, ASLA supports the establishment of a commission that will not reinvent the wheel with further studies and a rehash of the OkRRC report but whose work will go beyond the scope of the original commission, and within 18 months time. The Commission and its advisory council should involve, to the maximum extent possible, professionals in the field and others whose insight and expertise will lend credibility to the Commission's findings and recommendations.

We urge speedy approval of S. 1090. We believe that passage of this legislation is crucial to developing the policies and activities necessary to help insure quality of life in America, and we stand ready to assist in carrying out its mandate. We would be pleased to submit recommendations for appointment to the National Outdoor Recreation Resources Review Commission and to the advisory council.

Thank you, Mr. Chairman, for this opportunity to express the views of the American Society of Landscape Architects.

Senator **Wallop**. Thank you, very much, Mr. Wirth.

Ms. Bivens.

STATEMENT OF MARY ALICE BIVENS, PRESIDENT, NATIONAL ASSOCIATION OF STATE OUTDOOR RECREATION LIAISON OFFICERS

Ms. **Bivens**. Good morning. Thank you, very much, for the opportunity of being here with you today. I am Mary Alice Bivens, the director of the Outdoor Recreation Commission in Arizona. I am also the president of the National Association of State Outdoor Recreation Liaison Officers, and I am here today in that capacity.

I appreciate very much your opening remarks, and I think that we all will probably echo the sentiments that you expressed so well this morning. In deference to all of the other panel members you are going to hear today, I would rather not read my testimony, as I presume that it will be submitted for the record, but I would like to highlight a couple of things that might complement some of the remarks that this distinguished panel has already made to you this morning.

We also support the passage of S. 1090 and the development and creation of a new Outdoor Recreation Resources Review Commission. We feel that it is very timely. We in the States who are responsible for comprehensive outdoor recreation planning, long-range planning, have the opportunity periodically to reassess state needs, but we also feel that it is very important that we assess them at the national level. There are a lot of things that we do. and there is a lot of information that we gain that gives us the impetus to feel that it is now timely that this come up hard as the national effort.

We feel very supportive of the State and local efforts to provide outdoor recreation resources for the people. Sometimes the land and water conservation program is the only one that is available to small communities—to give them the impetus that they need—to provide outdoor recreation resources or facilities.

At the State and larger community level, sometimes this is the only avenue that they have to pursue large purchases of land that might not be available to them in any other way.

We would encourage this committee, Mr. Chairman, to support and to urge the passage of this bill as soon as possible. We stand ready as an organization and as individual members of our States as well in support of our Governors in working with you or whoever serves on this Commission in any way that we possibly can.

Senator Wallop, thank you, very much, for the opportunity of being with you this morning.

[The prepared statement of Ms. Bivens follows:]

STATEMENT OF MRS. MARY ALICE BIVENS, PRESIDENT OF THE NATIONAL ASSOCIATION OF STATE OUTDOOR RECREATION LIAISON OFFICERS BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER, SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, WASHINGTON, D.C. SEPTEMBER 23, 1983

Mr. Chairman and Members of the Subcommittee, I very much appreciate the opportunity to testify before you concerning the establishment of a National Outdoor Recreation Resources Review Commission. I am the Director of the Arizona Outdoor Recreation Coordinating Commission and President of the National Association of State Outdoor Recreation Liaison Officers. It is in that latter capacity that I am testifying before you today. Our organization is an association of persons, like myself, who are designated by the Governors of our respective states, territories and the District of Columbia to be responsible for administering the funds provided by Congress to the states through the Land and Water Conservation Fund. The Land and Water Conservation Fund is the foundation on which outdoor recreation development has occurred over the past 20 years and is a unique local/state/federal partnership. It is one of the principal examples of effective intergovernmental cooperation between the Federal government and the states with the state and local units providing at least 50% of the funds necessary to complete each project.

Mr. Chairman, the underlying principles of the Land and Water Conservation Fund Act of 1965 were:

° that there is a growing need for increased recreation opportunities throughout the country;

° that these needs cannot be met solely through Federally-owned and managed facilities but must be a shared Federal-State responsibility;

° that the primary emphasis should be the provision of recreation opportunities in a close proximity to where people live;

° that monies earmarked for allocation through the Land and Water Conservation Fund represent an investment of revenues derived from the depletion of a non-renewable public resource for reinvestment in the conservation of the nation's lands and waters.

These principles are still valid today and this Act remains a landmark in the nation's efforts to preserve, conserve and creatively utilize its outdoor resources.

Since 1965, not only has the Federal estate grown, with the purchase of approximately 2.8 million acres of land, but state and local resources have also benefited with an increased land acquisition of over 2 million acres and over 30,000 projects developed. This means that with the 50% matching funds from state and local units of government a national investment of $8.5 billion is realized. Even with this record of growth, the backlog of resources to be acquired and facilities to be developed is staggering. On the states' side of the Land and Water Conservation Fund program, it was estimated that for 1983 alone, projects totaling $400 million could be obligated. It is quite evident, then, that the Land and Water Conservation Fund program has made a significant contribution to the public infrastructure of the nation's urban and rural areas through investments in its perpetual resources. In addition, it strengthens our country's social fabric and adds greatly to the quality of life through the provision of needed recreation opportunities; it returns to the local, state and national economy vast gains in employment, tax revenues, and consumer expenditures generated by healthy recreation, travel and tourism industries.

During the past 18 years the administration of the Land and Water Conservation Fund has been extremely efficient with all states participating and many of the recommendations of the Outdoor Recreation Resources Review Commission of 1985-1962 being implemented. Now we face the fact of significant fund reductions and the unstable nature of appropriations as well as the official end of the Federal commitment for the program in 1986. While it is recognized that the nation is facing difficult economic conditions which must be resolved, there is a need to reassess where we are and where we should be in the future. The time for this assessment is now.

Mr. Chairman, the National Association of State Outdoor Recreation Liaison Officers supports the establishment of a National Outdoor Recreation Resources Review Commission through the passage of S. 1090 and are ready to assist your Committee in any way possible to achieve its passage. We agree with the recently concluded Outdoor Recreation Policy Review Group organized by Mr. Laurance S. Rockefeller and chaired by Mr. Henry L. Diamond which concluded that such a Commission should be established to address the effectiveness of the existing Land and Water Conservation Fund program and to determine how federal and state governments along with the private sector can chart a future course in the improvement of all recreation opportunities throughout the country. In this effort state governors and appropriate state agencies are prepared to support a strong intergovernmental structure which will continue to provide resources and leadership in the development of recreation opportunities. The recommendations of a new National Outdoor Recreation Resources Review Commission would be a significant step forward in guiding these efforts.

Senator **WALLOP**. Thank you, very much, Ms. Bivens.

There have been some excellent statements on the part of all of the panel members. I particularly like the references to the private recreation opportunities outside of the public lands and public properties.

I would urge a cautionary phrase or two to all of us as we start doing that. Because I think that there is nothing that would give us a greater level of opposition, than to have somebody think that we were going to force access into private things, but we can find many ways to encourage it, make it profitable, and enjoyable not only for the private holders, but for people who have access to them.

I appreciate the concern which you express. But let me point out to you that the bill in no way limits itself to large tracts of public lands, nor does it really in any way focus on it. And I suppose that that is a natural reaction when we have an administration speaking through the Forest Service and the National Parks Director, but it really does not.

Just to reassure you, if I can, when it gets down to the purpose of it, it is in order to protect, preserve, develop, and assure accessibility by all American people for present and future generations.

So we do not describe the members of the Commission as either urban or rural, or national parks or otherwise. They are simply known to be informed about, concerned with, or involved with the provision of public or private recreation opportunities.

I think that knowing as I do the Speaker of the House and the majority leader in the Senate, that those will not be exclusive when they come.

One other thing about it is in two or three places within the bill, it does urge the partnership of Federal and local governments, State and local in two or three places. And I intend to whatever extent that I can to continue to generate that force behind that urging.

Mr. **GODBOLD**. That was the message of the Conference of Mayors. We want you to know that we want to be a partner with you.

Senator **WALLOP**. I think I heard it. Also, I was impressed by what you said about what you have just done in your city. We do not have duckponds in Wyoming. But clearly everybody has a stake in it. And I really appreciate what you are saying.

And I would just say generally to the panel that we do not want to get too specific in the directions of this bill, lest by inclusion we end up excluding a lot of the creative activity that the Commission might have.

I have a great deal of confidence that this Commission will look at the full range of outdoor recreation needs, and opportunities, and protection.

And, Mr. Howell, I particularly agree with you that we should not go about gathering in large tracts of unusable resources for whatever purposes under the guise of recreation. We can do that for other purposes. But under the guise of recreation, we must keep in mind what we are going to do is to provide opportunities for Americans to recreate.

I thank the panel very much for their eloquent statements.

The next panel is Mr. Arthur Peterson, chairman of Kampgrounds of America in Billings, Mont.; Mr. Stuart Northrop, chairman of the Huffy Corp., in Dayton, Ohio; and Mr. Rex Maughan, chairman of the Conference of National Park Concessioners in Phoenix, Ariz.

Mr. Peterson, will you begin, please.

STATEMENT OF ARTHUR PETERSON, CHAIRMAN, KAMPGROUNDS OF AMERICA, INC.

Mr. Peterson. Thank you, Senator.

Good morning. My name is Arthur Peterson, and I am chairman of Kampgrounds of America, a system of some 700 franchised privately owned family campgrounds. I will be brief this morning, since a copy of my full remarks has been submitted for the record.

As you stated, based in Billings, Mont., KOA is the largest system of privately owned campgrounds in North America offering the public more campsites than the National Park Service and the U.S. Forest Service combined. Annually we serve approximately 23 million persons.

I appear here today to strongly endorse S. 1090 and the creation of a new Commission on Outdoor Recreation. We are especially interested in having this new Commission address areas of logical cooperation between the public and the private sector both today and in the future.

I am particularly encouraged by the proposed composition of such a Commission, one that will combine the strengths of the Federal sector and the free enterprise segment of the private sector in a nonpartisan fashion.

As a major provider of services in the camping accommodation segment of outdoor recreation, KOA is quite knowledgeable about public-private interface. Many of our campgrounds are located approximate to Federal recreation sites including national forests and national parks. Many others lie on the highways on the way to such public attractions as our national parks and our seashores providing accommodations en route in locations clearly outside the charter of Federal Government services and facilities.

In some cases, we are chosen as the campground of first choice by those who seek a higher level of amenities than those typically found in a nearby Federal campground. In other instances, campers stay at KOA campgrounds because park campgrounds are filled, a frequent situation during the summer months at our country's more popular recreation destinations.

In these instances, the relationship between our campgrounds and Federal recreation sites is very complementary. Yet there is no question in my mind that we can and should move to expand our cooperation and thus better serve the millions of American families and our visitors from overseas who vacation by camping.

The KOA system and our middle-class customers have a major stake in decisions regarding Federal recreation program services. Changes in the quantity and quality of interpretative services, visitor centers, or in the types of recreation allowed on Federal lands have an obvious impact on both our franchisees and the customers that we serve.

We are especially interested in seeing the proposed Recreation Commission employed as a means to unify the body of information needed to plan for future recreation demand. Each sector brings with it important elements for successful planning. Entities like the National Park Service, the Forest Service, State and local recreation agencies have data which document recreational participation on a historical basis.

This information helps to tell us when people engage in available recreation and where they prefer to do so. In contrast, the private sector has important information on recreational equipment sales and broad-based data on what sorts of recreation large bodies of citizens prefer, not just what they use from what is available.

Such information provides information into trends, and the resulting future demand for facilities and recreational opportunities. To date to my knowledge, there have been no concerted efforts to unify this data and provide the information to guide private and public recreational system managers.

In fact, the whole concept of public-private cooperation is today more talk than action. The need of such cooperation was clearly outlined in the first ORRRC report. Yet in the 20 years following the publication of this report, progress in achieving its goals have been very slow.

Evidence is perhaps best shown when one realizes that only recently have Federal major land managing bodies begun to understand that they are in fact a component of a travel and tourist industry. Only the public sector can provide Yellowstone Park, and only the private sector can provide on a self-supporting basis the enroute facilities that enable the majority of Americans access to her beauty.

Mr. Chairman, I will close my testimony by stating that the private recreation sector is enthused by the prospect of fulfilling our goal of public-private sector partnership in the field of recreation. The task of providing America quality recreational opportunities during the 1980's and beyond is large, and will require the energies of both companies like mine and the public agencies.

Through a sharing of experiences and through a commitment to address long-range options and challenges in a truly bipartisan fashion, we can make the proposed new Outdoor Recreation Commission as of much importance to recreation in the year 2000 as the original ORRRC is to recreation in America today.

Thank you.

[The prepared statement of Mr. Peterson follows:]

STATEMENT BY ARTHUR PETERSON, CHAIRMAN, KAMPGROUNDS OF AMERICA, INC. ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

GOOD MORNING.

MY NAME IS ARTHUR PETERSON AND I AM CHAIRMAN OF KAMPGROUNDS OF AMERICA, INC., A SYSTEM OF SOME 700 FRANCHISED, PRIVATELY-OWNED FAMILY CAMPGROUNDS IN THE UNITED STATES AND CANADA.

OVER 90% OF OUR CAMPGROUNDS ARE LOCATED IN THE CONTINENTAL UNITED STATES.

BASED IN BILLINGS, MONTANA, KOA IS THE LARGEST SYSTEM OF PRIVATELY-OWNED CAMPGROUNDS IN NORTH AMERICA, OFFERING THE PUBLIC MORE CAMPSITES THAN THE NATIONAL PARK SERVICE AND THE UNITED STATES FOREST SERVICE COMBINED. ANNUALLY, WE SERVE APPROXIMATELY 23 MILLION PERSONS.

THE KOA SYSTEM PROVIDES YEAR-ROUND EMPLOYMENT FOR APPROXIMATELY 3,000 FRANCHISE OWNERS AND EMPLOYEES, AND SEASONAL EMPLOYMENT TO AN ADDITIONAL 3 TO 5,000 PERSONS.

I APPEAR HERE TODAY TO STRONGLY ENDORSE S. 1090 AND THE CREATION OF A NEW NATIONAL COMMISSION ON OUTDOOR RECREATION. WE ARE ESPECIALLY INTERESTED IN HAVING THIS NEW COMMISSION ADDRESS AREAS

OF LOGICAL COOPERATION BETWEEN THE PUBLIC AND PRIVATE SECTOR, BOTH TODAY AND IN THE FUTURE.

I AM PARTICULARLY ENCOURAGED BY THE PROPOSED COMPOSITION OF SUCH A COMMISSION - ONE THAT WILL COMBINE THE STRENGTHS OF THE FEDERAL SECTOR AND THE FREE ENTERPRISE SEGMENT OF THE PRIVATE SECTOR IN A NON-PARTISAN FASHION.

AS A MAJOR PROVIDER OF SERVICES IN THE CAMPING ACCOMMODATIONS SEGMENT OF OUTDOOR RECREATION, KOA IS QUITE KNOWLEDGEABLE ABOUT THE PUBLIC/PRIVATE INTERFACE. MANY OF OUR CAMPGROUNDS ARE LOCATED PROXIMATE TO FEDERAL RECREATION SITES, INCLUDING NATIONAL FORESTS AND NATIONAL PARKS. MANY OTHERS LINE THE HIGHWAYS ON THE WAY TO SUCH PUBLIC ATTRACTIONS AS OUR NATIONAL PARKS AND SEASHORES, PROVIDING ACCOMMODATIONS ENROUTE IN LOCATIONS CLEARLY OUTSIDE THE CHARTER OF GOVERNMENT SERVICES AND FACILITIES.

IN SOME CASES, WE ARE CHOSEN AS THE CAMPGROUNDS OF FIRST CHOICE BY THOSE WHO SEEK A HIGHER LEVEL OF AMENITIES THAN THOSE TYPICALLY FOUND IN A NEARBY FEDERAL CAMPGROUND. IN OTHER INSTANCES, CAMPERS STAY AT KOA KAMPGROUNDS BECAUSE PARK CAMPGROUNDS ARE FILLED -- A FREQUENT SITUATION DURING THE SUMMER MONTHS AT OUR COUNTRY'S MORE POPULAR RECREATION DESTINATIONS.

IN THESE INSTANCES, THE RELATIONSHIP BETWEEN OUR CAMPGROUNDS AND FEDERAL RECREATION SITES IS VERY COMPLIMENTARY. YET THERE IS NO QUESTION IN MY MIND THAT WE CAN AND SHOULD MOVE TO EXPAND OUR

COOPERATION AND THUS BETTER SERVE THE MILLIONS OF AMERICAN FAMILIES -- AND VISITORS FROM OVERSEAS -- WHO GO CAMPING.

FOR ONE THING, THE TOTAL SUPPLY OF CAMPSITES AVAILABLE WITHIN A REGION, BOTH PUBLIC AND PRIVATE, NEEDS TO BE TAILORED TO DEMAND. THEN THIS AVAILABLE SUPPLY NEEDS TO BE BETTER INTEGRATED SO THAT CAMPERS CAN READILY FIND AVAILABLE CAMPSITES WHICH COME CLOSEST TO MEETING THEIR PREFERENCES. DIFFERENT CITIZENS SEEK DIFFERENT LEVELS OF ADVENTURE IN THEIR CAMPING EXPERIENCES; SOME PREFER THE RUGGED, THE VAST MAJORITY PREFER SANITARY FACILITIES AND SOME DEGREE OF REASONABLE COMFORT. YET ALL ARE CITIZENS AND ALL DESERVE CONSIDERATION COMMENSURATE WITH THEIR NUMBERS.

THE KOA SYSTEM AND OUR MIDDLE-AMERICAN CUSTOMERS, HAVE A MAJOR STAKE IN DECISIONS REGARDING FEDERAL RECREATION PROGRAM SERVICES. CHANGES IN THE QUANTITY AND QUALITY OF INTERPRETIVE SERVICES, VISITOR CENTERS, OR IN THE TYPES OF RECREATION ALLOWED ON FEDERAL LANDS HAVE AN OBVIOUS IMPACT UPON BOTH OUR FRANCHISEES AND THE CUSTOMERS WE SERVE.

WE ARE ESPECIALLY INTERESTED IN SEEING THE PROPOSED RECREATION COMMISSION BE EMPLOYED AS A MEANS TO UNIFY THE BODY OF INFORMATION NEEDED TO PLAN FOR FUTURE RECREATION DEMAND. EACH SECTOR BRINGS WITH IT IMPORTANT ELEMENTS FOR SUCCESSFUL PLANNING. ENTITIES LIKE THE NATIONAL PARK SERVICE, THE FOREST SERVICE, AND STATE AND LOCAL RECREATION AGENCIES HAVE DATA WHICH DOCUMENTS

RECREATIONAL PARTICIPATION ON A HISTORICAL BASIS. THIS INFORMATION HELPS TO TELL US WHEN PEOPLE ENGAGE IN AVAILABLE RECREATION AND WHERE THEY PREFER TO DO SO.

IN CONTRAST, THE PRIVATE SECTOR HAS IMPORTANT INFORMATION ON RECREATION EQUIPMENT SALES AND BROAD BASED DATA ON WHAT SORTS OF RECREATION LARGE BODIES OF CITIZENS PREFER, NOT JUST WHAT THEY USE FROM WHAT IS AVAILABLE. SUCH INFORMATION PROVIDES INSIGHT INTO TRENDS AND THE RESULTING FUTURE DEMAND FOR FACILITIES AND RECREATIONAL OPPORTUNITIES. TO DATE, TO MY KNOWLEDGE, THERE HAVE BEEN NO CONCERTED EFFORTS TO UNIFY THIS DATA AND PROVIDE THE INFORMATION TO GUIDE PRIVATE AND PUBLIC RECREATION SYSTEMS MANAGERS.

IN FACT, THE WHOLE CONCEPT OF PUBLIC/PRIVATE COOPERATION IS TODAY MORE TALK THAN ACTION. THE NEED FOR SUCH COOPERATION WAS CLEARLY OUTLINED IN THE REPORT OF THE FIRST OUTDOOR RECREATION RESOURCES REVIEW COMMISSION. YET IN THE 20 YEARS FOLLOWING PUBLICATION OF THIS REPORT, PROGRESS IN ACHIEVING THIS GOAL HAS BEEN VERY SLOW.

FOR YEARS, THE BUREAU OF OUTDOOR RECREATION AND ITS SUCCESSOR, THE HERITAGE CONSERVATION AND RECREATION SERVICE, FOCUSED ALMOST ENTIRELY UPON PUBLIC TO PUBLIC AGENCY ACTIVITIES.

NEITHER THE NAIONWIDE OUTDOOR RECREATION PLANS NOR THE STATE COMPREHENSIVE OUTDOOR RECREATION PLANS REFLECTED AN UNDERSTANDING OF THE INTERDEPENDENCE OF THE PUBLIC AND PRIVATE SECTORS.

EVIDENCE IS PERHAPS BEST SHOWN WHEN ONE REALIZES THAT ONLY RECENTLY HAVE MAJOR FEDERAL LAND MANAGING BODIES BEGUN TO UNDERSTAND THAT THEY ARE A COMPONENT OF THE TRAVEL AND TOURISM INDUSTRY. ONLY THE PUBLIC SECTOR CAN PROVIDE YELLOWSTONE PARK - AND ONLY THE PRIVATE SECTOR CAN PROVIDE, ON A SELF-SUPPORTING BASIS, THE ENROUTE FACILITIES THAT ENABLE THE MAJORITY OF AMERICANS ACCESS TO HER BEAUTY.

MR. CHAIRMAN, I WILL CLOSE MY TESTIMONY BY STATING THAT THE PRIVATE RECREATION SECTOR IS ENTHUSED BY THE PROSPECT OF FULFILLING OUR GOAL OF PUBLIC/PRIVATE SECTOR PARTNERSHIP IN THE FIELD OF RECREATION. THE TASK OF PROVIDING AMERICA OUALITY RECREATION OPPORTUNITIES DURING THE 1980S AND BEYOND IS LARGE AND REQUIRES THE ENERGIES OF BOTH COMPANIES LIKE MINE AND PUBLIC AGENCIES.

THROUGH A SHARING OF EXPERIENCES AND THROUGH A COMMITMENT TO ADDRESS LONG RANGE OPTIONS AND CHALLENGES IN A TRULY BIPARTISAN FASHION, WE CAN MAKE THE PROPOSED NEW OUTDOOR RECREATION COMMISSION OF AS MUCH IMPORTANCE TO RECREATION IN THE YEAR 2000 AS THE ORIGINAL ORRRC IS TO RECREATION IN AMERICA TODAY.

THANK YOU.

Senator **Wallop**. Thank you, Mr. Peterson.
Mr. Northrop.

STATEMENT OF STUART NORTHROP, CHAIRMAN, HUFFY CORP.

Mr. **Northrop**. Mr. Chairman, I am very pleased to be here today as chairman of the Huffy Corp., a leading manufacturer of bicycles in America.

We strongly support your bill, S. 1090. The Huffy Corp. manufactures bicycles in Ohio. To give you some sense of our size, we produce some 10,000 bikes every single day, if you can picture 10,000 bikes flowing out of a factory every day.

We market them nationally, primarily under two brand names, the Huffy brand and the Raleigh brand.

And your hearing this morning about the wide diversity of outdoor recreational activities in America, and bicycling is just one of those many opportunities. But I think the statistics may be of some interest to you.

About 90 million Americans own a bicycle today. Some 30 percent of those are adults. That is a big change from 15 years ago. During the past 15 years, there has been a surge in adult interest in bicycling. Our joke is that in the 1960's at 16 if you were still on a bicycle, you were considered square. You were expected to have a car or keys to a car.

And that has all changed. Now you see bicycles in high schools, on college campuses, and young adults bicycling throughout the country. And what caused this surge, we call the 4-F's in bicycling. It is fun, it is fitness, it is family. Everyone is interested in bicycling, mothers and fathers, and children, and boys and girls, and men and woman. It appeals to all people.

And last, it is for life. It is an activity that you can start out—we produce sidewalk bikes with training wheels for 3 year olds, and we produce adult tribikes that you can ride in your nineties. So we provide the full range of bicycling for your full life stand.

All of this has ended up that bicycling is now the No. 2 participation sport in America, second only to swimming. I think that is a very interesting figure.

What does the American bicyclist want and need? He wants and needs first a safe environment for himself and for themselves to ride in, or for their children to ride in; and secondly, a scenic area.

And this can really be summed up with what we think is needed, and the best way to get this is through good planning and through coordination with other activities. And we do not think that it is going to require huge sums of money to be thrown at it, but just good planning and good coordination with other activities.

My family and I recently visited Valley Forge National Park after a gap of 12 years. Twelve years ago, I don't think we recall seeing a single bicycle. A few weekends ago, there was just a steady stream, hundreds of bicyclists out there, and they were riding all kinds of bicycles, and they were of all ages, and families, primarily, riding together.

And we think, for a very minor expenditure, a new opportunity had been created for bicyclists and for enjoying that particular part.

And, of course, we would also comment that a bicycle is an excellent transportation vehicle to the urban parks, and there parking facilities should be provided for bikes.

We think bill S.1090 is, really centers on the question of planning and coordination, and therefore we are a strong supporter of it. This is a nation of very diverse natural resources, and a very diverse outdoor recreational opportunity and the challenge is to bring them together so that most Americans can enjoy the American outdoors.

Again, on behalf of Huffy Corp. and the bicyclists of America, we appreciate the opportunity to appear here this morning.

Senator **Wallop**. Thank you very much, Mr. Northrop.

[The prepared statement of Mr. Northrop follows:]

STATEMENT BY STUART NORTHROP, CHAIRMAN, HUFFY CORPORATION, ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER, 1983.

Chairman Wallop, I am delighted to appear here this morning to express the strong support both the Huffy Corporation and myself offer for S.1090.

The Huffy Corporation is the leading bicycle manufacturer in the U.S.A., marketing bikes under "Huffy,""Raleigh" and other brand names. We produce well over 10,000 bicycles each day in our Celina, Ohio, plant. Other products of our company include Huffy sporting goods and Gerry juvenile equipment.

As a company, we have played an active role in promoting safe bicycling opportunities for Americans of all ages. We play an active role in the Bicycle Manufacturers Association and the Bicycle Federation. Bicycling is now a favorite pastime of 90 million Americans, 30% of them adults. It is the number two participation sport in America after swimming. As an industry, we account for $1 billion in annual economic activity.

Over the past fifteen years, several major changes have occurred in bicycling. The most important is that adults have rediscovered the fun of the activity. Our new-found interest in fitness and our heightened appreciation for our environment has prompted more and more Americans to continue cycling long after they are able to obtain drivers' licenses.

Indeed, bicycling offers many special advantages which are the key to its popularity, beyond its important fitness attraction. First, it is a lifelong activity. After mastering a two-wheeled bicycle as a youngster, one can continue the activity over the next seventy-plus years. In fact, bicycles are very popular in many retirement communities today.

A second real advantage of bicycling is its adaptability to family activities. On bikepaths from the Potomac to the Pacific shores, family bicycling outings are popular with kids of all ages. The bicycle is a versatile device, indeed. Some bicycles are very specialized -- from the BMX bicycles used in competitive, off-road events to lightweight racing cycles. Yet the vast majority of bicycles are designed for uses ranging from daily commuting to Sunday excursions.

We believe S.1090 would create a vehicle of great timeliness for bicycling. The sharp upturn over the past fifteen years in recreational bicycling, especially by adults, has been met by responses at the federal, state and local levels. Twenty states have bicycle coordinators. Bicycle project funding is available from the U.S. Department of Transportation as well as most state transportation agencies. Yet the need for safe, scenic bicycle facilities remains acute. Moreover, the design and identification of these facilities needs to be incorporated into a much broader program of recreation planning, since bicyclists typically tie their riding with other recreational pursuits. It is common, indeed, to see two or more bicycles on motorhomes entering national parks, for example.

Mr. Chairman, the legacy of ORRRC and other federal recreation efforts is great. Yet also great is the need to evaluate the capabilities of this legacy to meet the changing recreational needs of our nation. By convening those in the public and the private sector who are concerned about this future around a national commission comprised of thoughtful and concerned men and women, the Congress can assure itself of expert counsel regarding policies and programs needed to keep America fit and happy in the days ahead. We are especially optimistic that the commission can identify policies and programs which encourage effective partnerships among industry, recreational enthusiasts and government at all levels.

Thank you, Mr. Chairman.

Senator **WALLOP**. Rex.

STATEMENT OF REX MAUGHAN, CHAIRMAN, CONFERENCE OF NATIONAL PARK CONCESSIONERS

Mr. **MAUGHAN**. Thank you, Mr. Chairman. I appreciate this opportunity to give my views and comments, and want to compliment you and your state on the S. 1090.

My name is Rex Maughan. I am from Phoenix, Ariz. I appear here today in dual capacity, one as the chairman of the Conference of National Park Concessioners, and also, in my own behalf, as a concessioner at several of the national parks.

As president of Forever Living Products, I have 400,000 distributors throughout the United States, who are using our outdoor recreation, and specifically are earning trips and vacations to our own concessions, which are in four of the national parks: Glacier National Park in Montana; in Rocky Mountain National Park in Colorado; and in Nevada—I am sorry Mr. Hecht isn't here to hear we have Callville Bay and Cottonwood Cove on the Lake Mead recreation area.

I have with me here today Mr. Allan Howe, who is a former Member of the House, and who is our Washington representative, and has worked with us very closely.

The Conference of National Park Concessioners should be regarded, we feel, as a very pioneer organization in the linking of public and private interests in serving the public needs, and in being an important part of the recreation areas of our country, and the scenic areas administered through the National Park System.

The Conference of National Park Concessioners is an association of all the business people, and the companies who are operating units within the national parks, and there are approximately 450 of them. Over 100 of them are paid members of our organization.

The conference was started back in 1919, when it had both members of Government and members of the concession group, but later it was decided that it was better that the concessioners retain their organization and only consulted with Government officials.

And that procedure has continued to the present time.

Now, some of the work of the first ORRRC Commission recommended that a clear statement of Federal policy toward the concession system in the national parks be enacted, which, in 1965, resulted in the National Park Concession Act, which is Public Law 89-249.

That particular act codified the procedures which had been established by the National Park Service over the years in working with the private sector through concession contracts.

I guess—in any worthwhile endeavor, it is important that adequate planning and time be taken to collect on where we are going and where we have been.

Now, planning and recreation should be treated, of course, no differently, and certainly with the complications of the involvement of several branches of the Government levels and many different facets of our private sector.

It is timely that we do establish a second Outdoor Recreation Review Commission.

For 20 years that have intervened since the first one and the fact that there are so many social and economic changes that have taken place in our country make this, and I feel an ideal time for the establishment of the new Commission.

Now, from the standpoint of recreation and units of the national park system, the new Commission will find that there are many new units in the last 20 years, that if the visitation continues to increase, the impact of international visitors is increasing and many, many other factors which we think will be very important and of course, the conference and its members will be pleased to assist in any way possible.

Let me say that the conference is confident that despite all the problems of increased usage of declining Federal budgets, national parks and the monuments and the future recreation needs of our visitors can best be planned for long range, and by the assistance of this Outdoor Recreation Commission created by S. 1090; and our organization certainly stands ready to do its part in helping to make sure that that is a successful contribution to our future growth and development of our national parks and our resources; and I thank yoy very much, and I will be happy to answer any questions you might have.

[The prepared statement of Mr. Maughan follows:]

STATEMENT BY

REX MAUGHAN, CHAIRMAN

CONFERENCE OF NATIONAL PARK CONCESSIONERS

BEFORE THE

PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE

OF THE

SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

HEARING ON S. 1090 - TO ESTABLISH THE

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

SEPTEMBER 23, 1983

Mr. Chairman and Members of the Subcommittee:

Thank you for this opportunity to appear today to present my views and comments on S. 1090, introduced by you, Mr. Chairman, and others, to establish a National Outdoor Recreation Resources Review Commission. My name is Rex Maughan and I appear today in a dual capacity as Chairman of the Conference of National Park Concessioners and also, in my own behalf, as a concessioner at several locations in the National Park System. To acquaint the Subcommittee with my involvement as a concessioner, I am a concessioner at the following locations: Glacier National Park; Rocky Mountain National Park; Callville Bay and Cottonwood Cove on Lake Mead National Recreation Area.

Before contracting with the National Park Service in my own right as a concessioner, I served for many years as Vice-President of the Del Webb Corporation, in charge of recreational properties. In this capacity I handled all of the negotiations with the National Park Service for concession contracts and operations in the Glen Canyon National Recreation Area serving Lake Powell.

Before commenting on the merits of S. 1090, however, I would like to briefly give the committee the background of the Conference of National Park Concessioners because it must be regarded as a pioneer organization in the linking of public and private interests in serving the public needs in one important part of the recreation areas of our country, the scenic areas administered by the National Park Service.

The Conference of National Park Concessioners is an association of the business people and companies operating within the units of the National Park System. The membership, numbering nearly 100 companies, includes all of the larger concessioners and many smaller ones, as well. Joining the organization is voluntary, of course, and no major solicitation has been made to gain membership of every concessioner in the System. It was instituted as a result of the suggestion of an Assistant Secretary of the Interior many years ago who had found it difficult to formulate policies for the development of concession operations in the national parks when having to deal with a myriad number of small concession groups. When the Conference started in 1919, it had both members of the government and members of the concession group, but several years later it was decided that it would be better if the private business concessioners retained the organization structure and consulted with the government officials. That has continued as the procedure to this time. Officials of the National Park Service freely consult with the Conference of National Park Concessioners, but are not members of the Conference.

In order to evaluate the content of S. 1090 for the establishment of a National Outdoor Recreation Resources Review Commission, it is prudent to recall some of the work of the first such commission established by President Eisenhower in 1958, known as the Outdoor Recreation Resources Review Commission (ORRRC). Its recommendations were reported to President Kennedy and the Congress in 1962 and were, in large part, adopted by the Congress over the following years and have become the Federal framework for outdoor recreation policies and programs in our nation.

One such recommendation was that a clear statement of Federal policy toward the concession system in National Parks should be enacted, setting forth the role of concessions in a national recreation program; a revamping of contracts and leases with concessioners that seemed unduly weighted on the government side and unnecessarily stringent in light of actual operation conditions. The report said, in part:

> "The private sector of the economy (the concession system) is by far the most promising source of potential new funds for recreation facilities. The general health of the concessions system is good and has shown great capacity for growth."

The recommendation resulted in the enactment in 1965 of the National Park Concessions Policy Act (P. L. 89-249). This Act codified the procedures which had been established by the National Park Service over the years in working with the private sector through concessions contracts. I will discuss later in my statement the various features of the Act and the framework which it establishes for private sector involvement with the National Park Service.

Before getting to that outline of the features of the Act, however, let's review briefly the historical chronology of the involvement of the Federal government in making the decision for the concessions contracts with the private sector. From the very beginning of our National Park System with the establishment of Yellowstone National Park by an act of Congress dated March 1, 1872, the Congress had to make a choice as to whom should provide visitor facilities in National Parks. The Yellowstone Act said, in part:

> "The Secretary may, at his discretion, grant leases for building purposes at such places in said Park as shall require the erection of buildings for the accommodation of visitors."

When the National Park Service was established later, in 1916, similar language was carried over, as follows:

> "The Secretary may also grant privileges, leases and permits for the use of land for the accomodation of visitors in the various parks, monuments or other reservations."

In 1950, when the National Park Service again reviewed public accommodations in National Parks, a statement issued on Oct. 13, 1950 said, in part:

> "Where public accommodations are necessary for the enjoyment of the area such accommodations and services cannot be provided by private capital, it shall be the policy of the Department to provide such basic facilities, where funds are available and make these facilities available under contract for operation by responsible parties."

With all of this preliminary work done, it was logical for the first Outdoor Recreation Resources Review Commission in 1962 in their report to encourage the private sector involvement with the National Park Service. When the National Park Concessions Policy Act of 1965 was enacted by the Congress as P. L. 89-249, it stated:

> "The Secretary of Interior shall take such action as may be appropriate to encourage and enable private persons and corporations (hereinafter referred to as concessioners) to provide and operate facilities and services which he deems desirable for the accommodations of visitors in areas administered by the National Park Service."

That mandate from the Congress remains today the guiding force for the National Park Service in its contracts with the concessioners in its many units of operation. The success of the partnership between the private and public interests in serving the public in the National Parks can be partly attributed to several important provisions of P. L. 89-249, which could be summarized as follows:

1. As security for investment, concessioners receive a possessory interest in structures, fixtures, or improvements they place on land owned by the U. S. Possessory interest is defined as all incidents of ownership, except legal title which is vested in the United States government.

2. The concessioner must be given a reasonable opportunity to realize a profit on his operations as a whole, commensurate with the capital invested and the obligations assumed.

3. To promote continuity of satisfactory service in visitor facilities, a concessioner performing his contractual duties in a satisfactory manner is granted a preferential right to provide additional services and also for renewal as the occasion arises.

While the National Park Service remains in full control of the operation of the National Park System units, the guidance of P. L. 89-249, and its rights and duties for both the National Park Service and the concessioners, have provided a balanced method for contracting important functions for the private sector to perform. The only major difficulties have arisen when the temptation to deviate from the rights and duties prescribed in the language of P. L. 89-249 has proved too much and parties have complained that contract terms were not fair or proper. Fortunately, under the present leadership of the Department of Interior and the National Park Service, these deviations from the statutory language have been dealt with promptly and fairly.

A few additional comments on the concept of possessory interest are deemed necessary to underline its importance in making this partnership concept work.

Possessory interest has proved its worth as a security for investment by the private sector in the needed facilities in the National Park System. At the end of the contract term, concessioners are entitled to just compensation for any possessory interest in the facilities thus provided. The concept has been reviewed by the National Park Service, Department of Interior, Congress, and many independent evaluation groups since its inception, which have all generally agreed that it is a fair and sound way for the security of investment by the private sector.

Over the history of concessions in the National Parks many facilities have thus been provided for the services deemed necessary for the visitors. Concessioners who construct visitor facilities or add improvement to existing buildings under a concession contract are responsible for maintaining them. The concessioner's performance is monitored and rated by the National Park Service constantly. The concept has worked reasonably well over the years of its use.

With that background of the good work of the first Outdoor Recreation Resources Commission (ORRRC), let me now turn to a discussion of the provisions of S. 1090 for the establishment of the second such commission. In any worthwhile endeavor it is important that there be adequate planning and time taken to reflect on where one has been and where one is going. Planning in recreation should be treated no differently and certainly with the complication of the involvement of several different levels of government and many different facets of the private sector, it is timely to establish a second Outdoor Recreation Resources Review Commission.

The 20 years that have intervened since the first commission reported and the fact that so many social and economic changes have taken place in our country, make this an ideal time for the establishment of the new commission. It will take several years to complete their review and the work should start now. I will not labor the many statistics which show the growing size and economic impact of the recreation-tourism part of our national economy, but it is more significant than it was 20 years ago, and that fact will make this study even more important than the first commission's report. Also, the federal budgetary problems that are clearly seen at this time are not likely to change very soon. Indeed, it prompts us all to look anew at matters such as recreation to see what better can be done by more cooperation between all sectors, public and private.

It is important that the make-up of the new commission reflect the partnership potential between the public and private sides. There should be several representatives of the private sector, along with the public sector spokesmen on the commission. Only that first-hand involvement can provide the input from the private sector which is needed for the success of the commission, its work and its recommendations.

From the standpoint of recreation in units of the National Park System, the new commission will find that there are many more units now than 20 years ago, and that visitation continues to increase. The impact of international visitors in the National Parks is also increasing. The new commission should gather as much information as possible on this aspect of recreation in our country, and, of course, the Conference of National Park Concessioners and its members will be pleased to assist in any way possible.

In conclusion, Mr. Chairman and members of the subcommittee, let me say that the Conference of National Park Concessioners is confident that, despite problems of increased usage and declining federal budgets, and other arising problems, the future recreation needs for visitors to our National Parks, Monuments and Recreation Areas, can be best planned for, in the long-range, by the assistance of a new Outdoor Recreation Resources Review Commission, created as provided by S. 1090, and that this organization stands ready to do its part in making that effort a successful contribution to our national growth and development.

Thank you for this opportunity to testify. I will be pleased to answer any questions you may have.

Senator WALLOP. I want to thank all three of you.

Mr. Northrop, just as a curiosity without in any way, just as a challenge to your statement; but is walking measured as a form of recreation.

You said bicycling after swimming.

Mr. NORTHROP. Hiking has been included in that survey, but I am talking about participation sports really, and so they——

Senator WALLOP. Well, it was just a curiosity, because it seems to me that one of the major forms of urban recreation is walking. I mean literally, in parks or anywhere else, and I would—and if you drop it just to hiking, that is a little different dimension.

This is of no consequence, except that I think that also is what would be construed in all of this planning that goes on.

I particularly want to thank you three gentlemen, because I think—and as I said in my own opening statement, that the private sector is an often overlooked partner in doing this, and especially in Governments which operate which we appear to be bungling for some time on relatively tight budget strings, that the coordination of efforts between the public and private sector in providing these opportunities, is going to be particularly important.

I mean many things that you can do that are reasonable and are not expensive. You three gentlemen already represent things that are not particularly expensive and yet are very much a part of the recreation opportunity, and the expansion of that and the coordination of them in the public/private concept seems to me one of the major challenges that the new Commission will have. [

I appreciate your being here, and I hope that you will follow the work of it and provide ⅛your input in specific ways to it.

Thank you.

Mr. MAUGHAN. Thank you.

Senator Wallop. The next panel consists of Mr. Harry Haskill, chairman of the board of National Recreation and Parks Association; Hon. Daniel Brewster, chairman of the public policy committee of the National Recreation and Parks Association; and Hon. Charles Jordan, city councilman and commissioner of public affairs, city of Portland; and Mr. Barry Tindall, director of public affairs, of the National Recreation and Parks Association.

Welcome here.

Mr. Haskill, will you begin, please.

STATEMENT OF HARRY G. HASKILL, JR., CHAIRMAN OF THE BOARD, NATIONAL RECREATION AND PARKS ASSOCIATION

Mr. HASKILL. Mr. Chairman, I appreciate the opportunity and I would like to submit my introduction as written for the record.

It is my privilege as chairman of the National Recreation and Parks Association, which was instrumental in initiating and carrying forward this legislation, to be here; and to have with me three distinguished panelists.

I personally am a business man. I have been a mayor of an old Eastern city, Congressman, and 2 or 3 years in the Eisenhower administration.

The head of the public policy committee is a former Senator from Maryland, a Congressman, and served in the legislature 10 years, a

Democrat, headed his party to the convention as did I on the Republican side; and I emphasize that because this is a totally bipartisan nonpartisan piece of legislation, and should be viewed 100 percent in that fashion.

I have also an elected commissioner who has administrative responsibilities in the city of Portland, Charles Jordan, here with us, a very distinguished member of our board, along with Barry Tindall, whom I am sure you know, who is our workhorse, and main adviser in this legislation. I would like first to introduce Dan, our former Senator from Maryland, to carry the bulk of the testimony, which we would like to submit for the record.

STATEMENT OF HON. DANIEL B. BREWSTER, CHAIRMAN, PUBLIC POLICY COMMITTEE, NATIONAL RECREATION AND PARKS ASSOCIATION

Mr. **Brewster**. Mr. Chairman, as Hal Haskill indicated, I am Daniel Brewster of Maryland.

First of all, I would like to commend you, Mr. Chairman, on sponsorship of this measure, on your excellent opening statement, and on the wise commentary that you have added as these hearings have progressed.

I am more than pleased to be here with my old friend of 50 years, Hal Haskill of Wilmington, Del., and my new friend, Charles Jordan, a commissioner of Portland, Oreg.; and Barry Tindall, the director of public affairs of our organization, the National Recreation and Parks Association, where I serve as trustee and chairman of the public affairs committee.

A long time ago, in the last years of the Eisenhower administration, and throughout the Kennedy and Johnson years, I served both in the House and the Senate; and I was fully aware of a data base that the ORRRC Commission established for the work of the Congress; and it was in part because of the report of the ORRRC Commission that we established the land and water conservation fund, the legislation that established our river protection, our seashore protection, and our wilderness areas, close here to Washington. In part, because of the work of the ORRRC Commission, we were able to establish a great national seashore at Assateague Island in Maryland, and let me digress here a moment. That was my bill, and we were able to see it through the Congress, really because of the tremendous assistance rendered to the sponsor by Scoop Jackson. I miss him as a former colleague, as a friend, the man that I respected greatly. I know the current Senate misses him, as do the people of Washington, and all America; and I renewed my ongoing association with Scoop Jackson only over the last 6 months on several occasions when we discussed the contents of S. 1090, and he assured our organization that he would sponsor this proposal, that he would support this proposal, which he clearly did; and so I am glad to be here supporting a measure introduced and sponsored by my former colleague and old friend.

Now, the NRPA supports this measure for many reasons. We believe that recreation and parks should be a part of the basic services that Government at all levels provides to the American people, just as the fire department and the police department, and armed services are provided.

We recognize the fact that 12 percent of all spending in America, we believe now, is spent in the area of recreation; that 1 out of 15 jobs is based upon the people's leisure; that proper recreation for all Americans will develop, maintain a healthy, productive citizenry, and therefore we will have a stronger, better country.

We believe that this Commission would be better structured if it had a congressional base. This measure calls for a congressional vice chairman, and congressional representation on the committee. We believe this to be healthy and proper and hope it finds its way into the final act.

We hope that the Commission will be expanded from the original 15 proposals to a number of 21, to give the Commission greater diversity.

We believe that the scope of the inquiry of the Commission should consider the broad, human dimensions of recreation; that we should be cognizant that the Commission should study the recreation resources of America, and not just limit it to outdoor recreation. And we hope the wording of the statute would be as broad as possible in order not to restrict the studies and work of the ultimate Commission.

We believe that the Commission should concern itself with wild rivers and wilderness, just as it should concern itself with urban parks in the great cities of America.

In other words, recreation is just as important in the heart of Baltimore or Manhattan as it is in Columbia River Valley.

Recreation is, in a very real sense, a people business, and we hope the Commission's scope will be broad enough to take into consideration all aspects of the need of the American people in this ever-changing society, changed tremendously in the last 20 years since the ORRRC report.

We hope that the Commission will concern itself with the vital intergovernmental relationship between Government and the responsibility of Government at all levels, city, State and Federal. All levels of Government, we believe, must concern themselves with the vital needs of the American people in the area of recreation and further take into consideration the vital interplay between public resources and private resources, and as public and private resources and agencies work together in the field of recreation.

We would like to comment briefly on our support for the advisory council, which will be part and parcel of this Commission's work; and we see it as an extension of the Commission itself; and an area where the Congress can suggest members for the advisory council so that Congress itself will have a greater feel for the needs of America and have greater input into the information that this Commission assembles.

And, now, finally—I am trying to cover a lot of territory with a few words, I have a host of things I would like to say—but, finally, we would see this Commission as an open invitation to all America, to have their say, to get into the act, to review what we have done, what we have and where we are going.

Mr. Chairman, I thank you very much.

[The prepared statement of Mr. Brewster follows:]

STATEMENT
OF
NATIONAL RECREATION AND PARK ASSOCIATION
ON
S.1090
BEFORE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
UNITED STATE SENATE
SEPTEMBER 23, 1983

Mr. Chairman and members of the Committee, I am Daniel B. Brewster, a Trustee of the National Recreation and Park Association and Chairman of its Public Policy Committee. I reside in Glyndon, Maryland. I have had the privilege of serving in the Congress of the United States, first in the House of Representatives and then in the Senate, from 1959 to 1969. It is a pleasure for me to be back today before this Committee. Joining me today on behalf of the Association is Charles Jordan, Commissioner of Public Affairs for the City of Portland, Oregon. Mr. Jordan is an elected at-large member of the Portland City Council. The Bureau of Parks and Recreation is among Commissioner Jordan's responsibilities. We are accompanied by Barry S. Tindall, our director of Public Affairs.

The National Recreation and Park Association is a national non-profit organization engaged in a wide range of research, education, policy and program initiatives, principally in the area of public parks and recreation. We have a membership of some 15,000 individuals, organizations and agencies performing an array of civic, professional, and technical functions to meet the nation's diverse recreation demands. For the most part, our members are associated with Federal, State and local park and recreation systems. Many of our members provide services for special populations in hospitals and other rehabilitation centers, and at U.S. military installations around the world. We have an affiliate organization in each of the 50 states, the Canadian provinces, and in Europe, Japan and Korea.

Our membership would be directly affected by and could be important contributors to the activities proposed by the pending legislation.

The Officers and members of our Association strongly support the creation of a national commission to deal comprehensively with those conditions and issues likely to effect the future provisions of high quality recreation and park opportunities for all citizens. We endorse those amendments to S.1090 suggested by the Senate Committee on Governmental Affairs; we urge this Committee to report the bill as soon as practicable and to seek early action by the full Senate.

This nation places a high value on quality recreation opportunities and parks. We are today witnessing an increased interest in these resources and the values they bring to society at large and to individuals. Thus, it is imperative that we review what we have accomplished, and more importantly, what we must do to anticipate those conditions which are within our collective public and private capacities to deal with.

The recommendation for a national commission is a timely proposal with potentially long-term public benefits. The proposed commission is a constructive step in the tradition of the Outdoor Recreation Resources Review Commission (1958-1962) whose findings and recommendations significantly contributed to our nation's diverse recreation heritage.

The Association's interest in a national public inquiry on the future of recreation and parks dates to our recommendations during the

January, 1981 confirmation hearings of then Interior Secretary-designate James G. Watt. We are pleased to have been among early advocates of this proposal. We have seen the idea grow and mature, through a series of private events, several of which we have sponsored, and statements by public officials. We believe that legislators and citizens associated in any way with this effort will be contributing to the nation's long-term environmental and social well-being.

The Commission Proposal in Context

Post World War II prosperity led to dramatically increased participation in many forms of recreation and public lands and waters were increasingly in demand. To examine this phenomenon and for other reasons, the Congress created the Outdoor Recreation Resources Review Commission in 1958. Its mission was to examine the needs of the American public for outdoor recreation, and resources available to meet these demands. This large-scale research effort still represents the most important documentation of the state of outdoor recreation in America. It shaped the role of government in recreation in general, and in many specific ways. Yet, much of the thrust of this commission's work has been dissipated, and many conditions today are considerably different from the 1958-1962 study period.

As recreation and leisure have assumed a more central role in our lives, the measurement of "demand" for recreation, the protection of land and water resources, and the provision of recreation services have become more complex. From the standpoint of participation, there is more diversity in individual leisure patterns. Participation in a variety of recreation types has continued to accelerate;

communications, technology and evolving interests have led to forms of recreation not envisioned in the 1960's. Participation levels for recreation on Federal lands, the national forests and parks, for instance, far exceed the projections of the commission. The same can be said for the Corps of Engineers and Fish and Wildlife Service and others. At the same time, recreation use of the Federal estate provides only a small portion of all public recreation experiences. Visits to state recreation resources are estimated at twice the level recorded for our national parks. Public use of the more than 4,500 regional and local park systems could be between one and a half and two billion visits per year. In 1982 Central Park in New York recorded 14.2 million visits, the highest use ever recorded in the 127-year-old park. These trends are likely to continue due to higher levels of education, greater participation among women, increased understanding of the value of physical recreation on personal health, and an appreciation for nature. While the impact of participation must be better understood, it can be said with reasonable certainty that recreation and leisure behavior is an increasingly important approach to learning, socialization, physical well-being, and self-image.

Concurrently, the economic impacts of recreation are better known, encouraging public decision makers to look to this area as a contributor to employment opportunities and economic recovery generally. Recreation has become a central component of the economy, accounting for an estimated 12 percent of personal spending. One of every fifteen jobs in the United States is directly related to the pursuit of leisure. Leisure monetary spending has increased 47 percent in inflation-adjusted dollars from 1965 to 1981 and predictions are that it will continue to grow faster than discretionary income. An estimated 40 percent of the public wants to begin some new recreation activity.

At the same time, personal barriers to participation -- lack of time, money, facilities, and transportation -- often prevent desired activity. Recreation activity is also hindered by fear of crime, lack of maintenance of natural resource areas and other facilities, and increased travel costs.

Recreation itself is today being shaped by a number of factors. Our society is characterized by an aging population, lower rates of marriage and fertility, changing roles for women, and a decline in average household size. We are composed of three distinct generations with radically differing experiences. The importance of recreation and environmental experiences for the youngest generation has greatly increased. Politically, however, much of the momentum for public recreation and park services is being lost. Clearly the future roles of government and the rationale for such roles stand in need of examination.

Overshadowing other social, economic, and political trends is the rapid decentralization and regionalization of society. In moving from a mass, industrial-based society to a post-industrial, decentralized society, more diversity is evident in the work place, in communications media, in lifestyle, and in leisure behavior. Increasingly, demand for recreation resources must be understood in a regionalized and decentralized context, and public recreation provision must adjust in corresponding fashion. What, for instance, is the objective of national planning in this context?

There is a pressing need for the formulation of appropriate public recreation policies, as well as an enunciation of the recreation elements of other polcies. To do this will require a new assessment of recreation in America. Such an assessment must not only update certain relevant aspects of the original commission's work; it must reflect a more current conceptualization of recreation. A new assessment must also examine recreation from the perspective of a decentralizing society and an aging population.

How has recreation changed since 1962, not only in terms of participation but also in terms of importance, role and meaning? What are the policy,program and resource implications? In fact, we know dangerously little about these things and much of what we do know is fragmented, dated, or from biased sources. This must change quickly if we are to plan intelligently for the recreation needs of this generation and the next.

The time has come for a broad-based, congressionally mandated assessment of recreation in American life. This initiative must provide a basis for formulating government policy, to help develop new strategies for protection of resources and recreation provision, and for examining appropriate relations between the public and private sector recreation providers. The conditions cited earlier must frame a new commission's agenda.

A Congressionally-Authorized Commission is Recommended

Throughout the last 20 months several different approaches to a national review have been discussed. These strategies ranged from consideration of an executive order by the President, to a privately sponsored effort. Authority for almost any type of inquiry might work, to a degree, if those involved are not especially concerned with the implementation of recommendations that the group will make, or with the need for the greatest degree of bipartisan involvement and support. We are interested in a review that deals with central policy and program issues and that leads to action-oriented results. We are not interested in a good analysis and report that collects dust.

All of this dictates creation of public commission authorized by Congress,and active congressional and citizen involvement in this inquiry -- from the initial point of authorization to its completion and implementation. In this context, we especially endorse Sec. 4 of the pending bill providing that a vice chairman of the commission be elected by and from those Members of Congress serving on the commission.

The commission is not proposed, nor should it be perceived, as a substitute for a continuing national dialogue on environmental and social issues involving recreation and parks. At the same time, it does present an important opportunity for national leaders of many political and professional points of view to examine a wide range of information and views in a systematic manner. The results of this inquiry should demand the attention of the Executive and Legislative branches, other public decision makers, and the private sector.

In outline form we believe the commission should have at least the following objectives:

- o To update relevant information and data important to public and private decisions involving recreation.

- To present an array of policy and program options to public decision-makers, including national, state, and local officials.
- To provide opportunities for public involvement in the assessment process, thus increasing public awareness of those issues faced in meeting long term public park and recreation needs.
- To examine the relationship between provision of recreation resources and other important social and environmental objectives.

Defining the Assessment

Pages 3 through 6 of this statement attempt to provide a general overview of present and emerging conditions influencing recreation and parks. From these conditions it is reasonable to expect that the specific agenda or emphasis of this assessment may differ in several respects from that considered 25 years ago. Clearly, the inquiry must be contemporary in its reference to public issues and concern, recent and ongoing research, recreation resource planning and management, and terminology.

We believe the objectives of this assessment can be met by pursuing an agenda which includes the following lines of inquiry:

- The land and resource base necessary for recreation, its adequacy and how it might be enhanced;
- Public and private sector roles and relationships in meeting anticipated recreation conditions;
- The relationship between recreation and personal and private health, the economy, and the environment;
- Anticipated public fiscal needs and recommended sources and means of obtaining such resources;
- Existing and potential intergovernmental relationships in the provision of recreation and park experiences;
- Opportunities for obtaining recreation benefits through other public policy, planning, and program functions;
- The future needs of recreation management systems, including qualified personnel, technical information, and associated matters;

- Unique or special conditions which, in the opinion of the commission, should be addressed to complete a comprehensive assessment of long-term recreation needs in America.

These objectives have been developed through numerous hours of discussion among private organizations and others; they have widespread support.

In most respects S. 1090 is responsive to the items outlined above. However, we want to emphasize our views on three points:

First, to be most useful to public and private decision makers, the inquiry must deal comprehensively with contemporary and emerging concepts about recreation resources, values and needs. Too frequently, for example, there is the tendency to consider only the natural resource aspects of recreation. That has been our principal historic reference. We do no want to understate the long-term resource concerns. However, while pursuing this emphasis, we have not fully understood the human dimensions of recreation. Today, the more effective recreation planners and managers consider recreation objectives in broad environmental and socioeconomic terms. The proposed commission must be given the latitude -- and encouragement -- to look comprehensively at recreation and park issues.

Second, the proposed commission must be directed to look at recreation and park conditions and needs irrespective of location. That is, the commission must have a view of recreation which extends from, say, remote wild rivers to the center of our urban and metropolitan regions. In this regard, the subcommittee could allay concerns that the proposal is "non-urban" by considering the use in the bill of the term "recreation resources" in lieu of the term "outdoor" recreation. The latter reference is rarely used today to describe complex recreation systems regardless of location. In reality, the majority of Americans want access to a variety of types of recreation resources at different locations; at different hours of the day; on different days of the week; and during different seasons of the year. This reality should guide the commission's work.

Third, the proposed commission presents a critically important opportunity to chart new intergovernmental strategies to protect resources and meet America's diverse recreation demands. Thus, the work of the commission must clearly address emerging and different concepts of "Federalism", and what these mean or may mean for public recreation and park systems at all levels of government. The greatest challenges -- and opportunities -- to be faced by the commission may well be the objective examination of intergovernmental and public-private "partnerships" to meet our growing recreation interests. The emphasis should be on public needs, policies and delivery systems.

Creating An Effective Commission

The composition of the commission will determine its credibility, the depth of public interest in its work, and public perceptions of the validity of its conclusions. Thus, we strongly endorse the expansion of the commission from 15 to 21 members as proposed by the Committee on Governmental Affairs. A commission of twenty-one members, eight members of Congress (as currently provided in the bill) and thirteen citizens gives greater opportunities for direct citizen participation while providing a workable and effective forum to share many views.

The proposed appointment process reinforces the objective of political balance and bipartisan involvement which is critically important to the proposal. The lasting value of the Outdoor Recreation Resources Review Commission inquiry and its recommendations stemmed from its bipartisan political composition, coupled with the appropriate background and demonstrated expertise of its citizen members.

We recommend that presidential and congressional appointments be selected from the following interests: public park and recreation officials; for-profit and not-for-profit recreation providers; persons representing strong environmental groups; local and State elected officials, and experts on public health and welfare issues.

The chairmanship of the commission is an especially critical position. We encourage selection of a person who has demonstrated his or her commitment to the public well-being, perhaps through current or previous public service, or who is a national figure commanding wide respect for objectivity. Similarly, commission staff should be drawn from persons well-versed on recreation and park policy,program and management issues.

The Advisory Council

Section 6 creates an advisory council to the commission, with the anticipated functions of identifying issues, developing background information and options, and performing other functions at the request of the commission. These functions should be clearly referenced in the report.

The role of the advisory council will be critical to the performance of the commission, and to the implementation of recommendations after the commission completes its work. The council could literally be an extension of the commission itself, with the opportunity to draw more widely on the talents, skills and knowledge of a much larger number of individuals and organizations than possible on the commission.

We endorse the creation of working sub-groups of the advisory council to focus on specific areas of interest or specific sets of issues. This process can involve the nation's most creative and knowledgeable land and resource protection people and have them focus on land protection needs and strategies. This type of expertise was utilized during two land protection workshops convened by this Subcommittee. Concurrently, parallel sub-groups should focus on recreation resource management innovations; emerging and changing public/private roles and relationships; techonology transfer needs and opportunities; long-term research and data needs; or the recreation needs of special populations. Clearly the advisory council, and sub-groups, should not be static entities; they should come together on a task, complete and make available to the commission the results of their work, and be available for other contributions. Effective use of the advisory council can allay the concerns expressed by some that the scope of this inquiry is potentially too ambitious and the time recommended too short.

Conclusion

What has been proposed is a means to give focused attention and serious thought to one important aspect of our national future -- recreation. This assessment will allow us to make informed judgements -- public and private -- about this country's physical resources, and what types of recreation opportunities we will likely desire and require as human beings.

The proposal that this Congress ultimately sends to the President should be an open invitation for all citizens to share with the commission their collective views on recreation today and tomorrow. The commission which we endorse today, with the aid and advice of the advisory council, should actively facilitate this process.

This concludes our prepared remarks. We will respond to any questions the committee may have.

Senator WALLOP. Thank you, Mr. Brewster. The next witness is the Hon. Charles Jordan, Councilman Jordan. And I have a note from Senator Hatfield. He was sorry that his busy schedule kept him someplace else, but that he wanted very much to be here today to introduce you. Senator Hatfield is a cosponsor, and is very interested in the success of this legislation, and he asked to be remembered to you.

Mr. JORDAN. Thank you, very much.

Mr. HASKILL. Mr. Chairman, Jack Rucker from Boise, Idaho, was to be a member of this panel. And at the last minute, he could not do it. I believe that he called Senator McClure. They are close personal friends. But he wanted to go on the record as saying that he is very much in favor of this legislation.

Senator WALLOP. Thank you, very much. And, of course, anybody still is able to submit a statement.

Councilman Jordan.

STATEMENT OF CHARLES JORDAN, CITY COUNCILMAN AND COMMISSIONER OF PUBLIC AFFAIRS, CITY OF PORTLAND, OREG.

Mr. JORDAN. Mr. Chairman, I am Charles Jordan, the commissioner of the Bureau of Parks and Recreation in Portland, Oreg.

To begin with, I simply would like to add my endorsement of the legislation before you today to establish a National Commission on Park and Recreation Opportunities for our Nation's citizens.

As John Olmstead observed in 1903,

> Parks not only add to the beauty of a city and to the pleasure of living in it, but are exceedingly important factors in developing the healthfulness, morality, intelligence, and business prosperity of its residents. Indeed, it is not too much to say that a liberal provision of parks in a city is one of the surest manifestations of the intelligence, degree of civilization, and progressiveness of its citizens.

We invest in parks and recreation because they are vital to the health of our urban community. Parks are a major determinant of the quality of our environment. They cleanse the air, moderate the climate, protect the ear, please the eye, and renew the spirit. They provide for public expression as they encourage private reflection.

The demand for close to home and inexpensive park and recreation services is beginning to soar. Neighborhood parks are teeming. River access parks are overloaded. The signals are unmistakable. The old ways simply will not be adequate to accommodate growing public demand with shrinking public dollars. It can no longer be business as usual. This is the challenge, business not as usual.

In Portland with a $15 million budget and a 5-year action plan, a partnership strategy has emerged that attempts to see parks whole in the context of our changing social, political, economic, and cultural environments, and hopefully to charter a course accordingly.

Unfortunately, our approach in the management of our park resources is incomplete. We risk shortsighted management of the Nation's future if we do not engage in public thinking about the larger context of urban amenity. If we are to believe the urban planner James Rouse in terms of urban development, the amenities are the economics of the city.

Urban amenity is the sum of all of the opportunities for art, health, expression, association, renewal, knowledge, and thought that gives the city its very soul. It is a state for free expression. It provides relief and texture to our cities landscape. It is the cornerstone of our cities' livability and attractiveness.

Yet the overall management of our public amenities is not executed with an eye on the whole. It is not consistently linked to the other efforts in the city which promote economic development. This is so because the responsibility for managing these amenities—our river fronts and marinas, cultural centers, parks, our coliseums and stadiums, our exposition centers, zoos, the auditoriums, and a host of others—are usually divided among a variety of political players.

Beyond such public facilities lie the vast array of amenities provided by the private and nonprofit sectors—the museums, theaters, galleries, hotels, restaurants, retail shops, Saturday markets. Each contributes to the animation and vitality of our public life in a way that we sometimes do not appreciate. And that is because it is hard to see it in its entirety.

Throughout the country, communities are beginning to use cultural and leisure resources to enhance the opportunities in economic development. The strategic use of amenities has been at the heart of some of the most notable urban development successes of the last decade. Each in its own way has demonstrated the leverage that livability can exert on economic growth and revitalization.

In summary, we need to recognize the proper relationship between recreation and the other public policy areas for which government is responsible. This relationship needs to be assessed in light of the current trends that we are experiencing. This relationship also needs to be clearly articulated so that all in the public service can move into the future with a common vision.

The creation of a Recreation Review Commission is indeed a useful vehicle to accomplish this purpose. It can identify issues and develop background information, drawing on the tremendous amount of talent and expertise available throughout the country.

Again, thank you, Mr. Chairman for allowing my appearance before you today.

Senator **Wallop**. Thank you, Commissioner Jordan.

Mr. Tindall.

STATEMENT OF BARRY TINDALL, DIRECTOR OF PUBLIC AFFAIRS, NATIONAL RECREATION AND PARKS ASSOCIATION

Mr. **Tindall**. Senator, I do not have a prepared statement. I am here to answer any questions that you might direct to our panel. I would like to make just a couple of observations quickly, if I might.

First, I would be remiss if I did not thank the staff that worked with you—Tom Williams, Tony Bevinetto, George Seale from CRS, and others—who have in fact put the package together at your direction. And they have provided the greatest professional, and other courtesies, and stimulation to me. And I just want to acknowledge publicly to you that we appreciate it at the National Recreation and Parks Association.

Senator **Wallop**. Let me jump on that same wagon by telling you that we would not be here were it not for that staff. Clearly, I would not have been able to do it all on my own.

Mr. **Tindall**. Well, it is a good relationship. Let me just refer to a couple of statements that were made by the opening panel, which frankly I have to say was perhaps one of the more enlightened and effective presentations that I have seen before a congressional committee for a long time, Mr. Rockefeller and his associates.

Mr. Mott mentioned the figure of annual spending for health care of $322 billion. When we refer to the human dimensions of recreation, it is in large measure that amount of time, and money, and tragedy that relates to health spending in this country.

The medical literature is replete with references to physical activity and the impact on better health, a better economy, and more productivity in this country. Yet that information is rarely factored into budgetary and other decisions on recreation spending in this country.

We think that it is imperative that organizations like the Department of Health and Human Services, the Public Health Service, and others be actively involved in this process.

The other reference that I would make would be to an observation made by Bill Reilly that the Commission proposal, the Commission itself, will in fact probably provide an opportunity for a redefinition of conservation itself in this country.

It is not an urban versus rural versus suburban situation that we are talking about here. In fact, people demand all kinds of recreation opportunities at different hours of the day, during long weekends, long vacations. It may change constantly with the seasons and other situations.

We need to consider recreation and the environment in this country in the cities in the same way that we do with the forests, the sustained yield. In fact, if our cities deteriorate, it has a major impact on the loss of undeveloped lands. And that is the notion and the concept that we would like to bring to the Commission. And we look forward to working in every way with the Commission to achieve these goals.

Thank you, very much.

Senator **Wallop**. Thank you. Let me just say, as I think that I have already said, that I understand the need for indoor recreational facilities in urban as well as some rural settings. But if we are to expand infinitely the concept of this Commission, we will not have the rapport, and we will not have the focus that it seeks.

I would be happy to join others in a review of indoor recreation policies, and in fact to try in some way to coordinate them. I very much resist the idea of putting that into the concept that we are trying to do here for the purpose that I said earlier.

And I do not quarrel with your assessment of the needs of people everywhere. In the original outdoor recreational funds, we had a hard time using some of those in Wyoming, because you cannot play a hell of a lot of tennis in January out there. And some of our urban communities found that they were unable to use some of the funds and programs that were identified under the original ORRRC.

And I still have sympathy for the predicaments that they found themselves in. But the one thing that is time limited, if you will, is the open space that remains in cities, is the availability of quality recreational experiences, outdoors in national parks, and the Bureau of Land Management, and forests, and other places.

Those are time limited. They will go, if not rescued. The others we can do and we should do. And I do not quarrel with you that they are needed, and is almost as urgent. But this thing expanded to that degree will see that none of it really comes to pass, because we will have too broad of a charge, and too much competition for the focus and direction of the final report.

I will resist trying to put any sort of indoor assessment onto the Outdoor Recreation Review Commission.

Mr. **Haskill**. Mr. Chairman, as a mayor of an old city that rated in the top 10 in riots, I think that you are going to have your hands full if you consider all of the outdoor recreation within a city. It is a magnitude of size. And I think that in dropping the crime rate after our riots, having adequate basketball courts which are outside, having all of the multitudinous facilities, private and public, outdoor recreation, it is going to be a big study by itself if you really cover all of that territory.

So without talking gymnasiums, which seems to be the buzz word, you are going to have your hands full dealing with urban recreation, if you really cover it. And I assure you that that was one of two ways that we dropped the crime rate. If there is any report card on how a city goes, it is what is the crime rate in an old city.

Senator **Wallop**. Mr. Haskill, I have no quarrel with what you are saying as a statement of philosophy, but I have some quarrel with it as a statement of purpose in this bill. And this is not an anticrime bill. It may have that as a secondary effect, and I would welcome it as the rest of America.

But really I just would hate to see the focus of this thing become so diffused that we would not end up in 18 months with a report, and would end up with a wrangle.

Mr. **Haskill**. I think that we totally agree with you. And I was agreeing with you in saying that you have a lot of outdoor stuff in cities to deal with without going indoors.

Senator **Wallop**. Oh, I do not quarrel with that.

Thank you all, very much. I appreciate your presence here.

We will stand in recess for 5 minutes. And then we have the ability to get done by approximately 1.

[Whereupon, a short recess was taken.]

Senator **Wallop**. The next panel consists of Mr. David Humphreys, president of the Recreation Vehicle Association; Mr. Charles McIlwaine of the Coleman Co.; Mr. Jim Christian representing Charles Strang, the Outboard Marine Corp.; and Mr. Marc Hunt, the Eastern Professional River Outfitters, Inc.

Mr. Humphreys.

STATEMENT OF DAVID J. HUMPHREYS, PRESIDENT, RECREATION VEHICLE INDUSTRY ASSOCIATION

Mr. **Humphreys**. Good morning, Senator. I think that the witnesses here are all going to speak pretty much on their own, as we go down the list, rather than my introducing each of them. My name is David J. Humphreys. I am president and general counsel of the Recreation Vehicle Industry Association. I also serve as chairman of the board of directors of the American Recreation Coalition, which brings together 90 corporations and associations constituting the private sector component of the recreation community.

America is a land of tremendous diversity in recreation opportunities. Our vast public land holdings, one third of our Nation, and our affluent consumer oriented life styles have been extraordinary partners. They have prompted widespread participation in recreational activities, largely unknown in other nations, and products from motorhomes to snowmobiles to theme parks to backyard pools.

Over the last 100 years, our public policies have supported both the widespread availability of recreation opportunities and freedom of choice among those options. We led the world in developing the national park system. Public access to our bodies of water for fishing, swimming, and boating have been stressed. Camping, hunting, and other activities have been enjoyed by extraordinarily large portions of the public.

These policies have shaped the American character, and our appreciation for the natural splendor of our Nation. The industry that I represent directly, the multibillion dollar per year RV industry, is both a symbol of and a product of these forces.

When ORRRC was underway in the early 1960's, our industry was in its infancy. Today RV's are used as the focal point of recreation by millions of American families. While camping, RVers also hike, boat, and sightsee, and fish among other activities. The mobility and flexibility of RV's has greatly changed the pattern of recreation participation. Thus, as an industry, our interest in recreation is very broad, broader certainly than just the question of the availability of good RV sites.

We full expect that the RV industry will expand in the next two decades. The University of Michigan's Survey Research Center reported recently that almost two-thirds of all American household heads "think that a camping trip is the best vacation trip a family can take."

Yankelovich, Skelly & White, Inc., the respected marketing and research firm, recently completed a study for us that predicted RV's will play an increased role in leisure planning for the 1980's and 1990's based on demographic and social value trends.

We thus are greatly concerned by a range of policy initiatives forthcoming over the past decade. Federal policies were proposed which discriminated against specific recreation activities. Perhaps no area contained more examples of blatant discrimination against active leisure time pursuits than energy policy. The thread was a conviction in the minds of some that gasoline used for leisure was a frill, expendable during these times of shortages.

We endured proposals for weekend closings of gas stations which would have rendered travel to ski areas and resorts, beaches and campgrounds impossible, because America recreates on weekends. We were forced to fight heated battles against gas rationing plans which denied fuel allocations to boats and RV's, snowmobiles and dirt bikes, and other recreational devices.

Our consumers had to be alerted to fight proposed excise taxes which sought to discourage recreational purchases, a victory that we won in 1975, but paid for for years in the marketplace.

Many Americans came to feel guilty about their chosen avenues to healthy fun. And the guilt was widespread, because virtually every type of recreation requires energy in the activity of in travel to and from the activity sites.

The result was a difficult time period for the RV industry and many sister industries. Even today following three successive years of double-digit increases, we have yet to regain sales levels of the early 1970's.

In addition to the economic traumas faced by all businesses—high rates of inflation, lack of growth in discretionary income, rapid increases in energy and raw material costs—recreation equipment producers and recreation suppliers have had to contend with government messages to our consumers and to their friends that recreation should stop until the energy problem was licked. There is a need to overcome this pattern of discrimination, and to deal with energy issues in the most favorable way in the days ahead.

We believe that energy is not just a yesterday problem. We must not allow our attentiveness to be lulled by today's talk of an oil production surplus. Some real progress has been made. Our cars, RV's, and boats are more efficient. Domestic oil production has increased. We have a large strategic petroleum reserve, and a free market approach has been adopted at the Federal level.

Yet the basic reason for our soft oil market is not conservation, but worldwide recession, a condition now disappearing. Moreover the principle cause of volatility in the oil market has not erased, and that is tension in the Mideast. And there is no Federal control over State energy allocation programs which would interrupt the free market in gasoline.

Perhaps an example best illustrates my point. In 1981, Minnesota published a standby energy gasoline plan identifying possible State actions. Minnesota's proposal included outright bans on the use of highways by RV's for up to 14 days each month, and a parallel ban on snowmobiles from all State parks, trails, and frozen waters. The proposal was attacked and defeated, but not before one more impediment was erected to the enjoyment of RV's in that State.

Senator WALLOP. Mr. Humpreys, could I ask you to summarize your points.

Mr. HUMPHREYS. I think that the main thing that I am trying to do, Senator, is bring to the committee's attention the fact that the obvious issues of land use have even broader implications, and that is the coordination of policies that affect recreation. It is not just the land itself.

And attached to my statement is a fairly complete summary of some work that was done by a committee of the American Recreation Coalition, and it addresses these topics. And I will not go into any of them, but I would like to submit it for the record.

Senator WALLOP. Your entire statement and the enclosure will be included.

Mr. HUMPHREYS. It is a broad statement from the ninety organizations that participate in the American Recreation Coalition encouraging the formation of this Commission, and asking that it address a wide variety of issues that do affect all forms of outdoor recreation.

[The prepared statement of Mr. Humphreys follows:]

STATEMENT BY DAVID J. HUMPHREYS, PRESIDENT, RECREATION VEHICLE INDUSTRY ASSOCIATION, ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

Good morning. I am David J. Humphreys, President and General Counsel of the Recreation Vehicle Industry Association. I also serve as Chairman of the Board of Directors of the American Recreation Coalition, which brings together 90 corporations and associations constituting the private sector component of the recreation community.

America is a land of tremendous diversity in recreation opportunities. Our vast public land holdings -- one-third of our nation -- and our affluent, consumer-oriented lifestyles have been extraordinary partners. They have prompted widespread participation in recreational activities largely unknown in other nations and products which are nearly unique to North America, from motorhomes to snowmobiles to theme parks to backyard pools.

Over the past one hundred years, our public policies have supported both the widespread availability of recreation opportunities and freedom of choice among those options. We led the world in developing a national park system. Public access to our bodies of water for fishing, swimming and boating has been stressed. Camping, hunting and other activites have been enjoyed by extraordinarily large portions of the public.

These policies have shaped the American character and our appreciation for the natural spendor of our nation. The industry I represent directly -- the multi-billion dollar per annum RV industry -- is both a symbol of and a product of these forces. When ORRRC was underway in the early 1960's, our industry was in its infancy. Today, RV's are used as the focal point of recreation by millions of American families. While camping, RV'ers also hike, and boat, and sightsee and fish, among other activities. The mobility and flexibility of RV's has greatly changed the pattern of recreation participation. Thus, as an industry our interest in recreation is very broad -- broader, certainly, than just the question of availability of good RV sites.

We fully expect that the RV industry will expand in the next two decades. The University of Michigan's Survey Research Center reported recently that almost two-thirds of all American household heads "think that a camping trip is the best vacation trip a family can take." Yankelovich, Skelly and White, Inc., the respected marketing research firm, recently completed a study for us that predicted RV's will play an increased role in leisure planning for the 1980's and 1990's, based upon demographic and social value trends.

We thus are greatly concerned by a range of policy initiatives forthcoming over the past decade. Federal policies were proposed which discriminated against specific recreation activities. Perhaps no area contained more examples of blatant discrimination against active leisure-time pursuits than energy policy. The thread was a conviction in the minds of some that gasoline used for leisure was a "frill," expendable during times of shortages.

We endured proposals for weekend closings of gas stations which would have rendered travel to ski areas and resorts, beaches and campgrounds impossible, because America recreates on weekends. We were forced to fight heated battles against gas rationing plans which denied fuel allocations to boats and RV's, snowmobiles and dirt bikes and other recreational devices. Our consumers had to be alerted to fight proposed excise taxes which sought to discourage recreational purchases, a victory we won in 1975 but paid for for years in the marketplace.

Many Americans came to feel guilty about their chosen avenues to healthy fun. And the guilt was widespread because virtually every type of recreation requires energy in the activity or in travel to and from the activity sites.

The result was a difficult time period for the RV industry and many sister industries. Even today, following three successive years of double-digit increases, we have yet to regain the sales levels of the early 1970's. In addition to the economic traumas faced by all businesses -- high rates of inflation, lack of growth in discretionary income, rapid increases in energy and raw material costs -- recreation equipment producers and recreation suppliers have had to contend with government messages to our customers and to their friends that recreation should stop until the energy problem was licked. There is a need to overcome this pattern of discrimination and to deal with energy issues in the most favorable way in the days ahead.

We believe that energy is not just a "yesterday" problem. We must not allow our attentiveness to be lulled by today's talk of an oil production surplus. Some real progress has been made: our cars, RV's and boats are more efficient; domestic oil production has increased; we have a large strategic petroleum reserve; and a "free-market" approach has been adoped at the federal level. Yet the basic reason for a soft oil market is not conservation but worldwide recession, a condition now disappearing. Moreover, the principal cause for volatility in the oil market has not been erased: tensions in the Mideast. And there is no federal control over state energy allocation programs which would interrupt the "free market" in gasoline; perhaps an example best illustrates my point. In 1981, Minnesota published a standby energy gasoline plan identifying possible state actions. Minnesota's proposal included outright bans on the use of highways by RV's for up to 14 days each month and a parallel ban on snowmobiles from all state parks, trails and frozen waters. The proposal was attacked and defeated, but not before one more impediment was erected to the enjoyment of RV's in that state.

Another major concern for outdoor recreationists is the management of America's public lands and waters. Management policies have often reflected bias, presupposing that government knows best what Americans need in their leisure hours. And federal legislation and management decisions have reflected a battle between commodity interests -- timber, grazing, minerals, oil and gas -- and preservation enthusiasts advocating highly restrictive Wilderness designations, with recreational needs often overlooked. Let me give you an example of the problem. The national forests provide nearly 300 million recreation visitor days each year. Planning to meet the needs of these visitors is done through a long-range process established by the Resources Planning Act (RPA). The 1980 RPA report actually proposed a reduction in the quality and quantity of recreation opportunities in the national forests -- less camping, hunting fishing, swimming, hiking and more -- despite population growth.

Within state and local park systems, development of new campsites and other recreation facilities has been nearly ended, and existing facilities have too often been allowed to deteriorate. We cannot afford to lose these attractions. Yet we face exactly that prospect unless we eschew reactionary thinking and invest needed time and energy to focus on long-term, positive initiatives which will improve recreational opportunities in the 21st century.

The proposed recreation commission offers the vehicle for combining the resources and perspectives of the recreation community in its entirety -- public and private sectors. It offers our best chance to overcome the inattention accorded recreation policy at the national level. Mr. Chairman, I would like to submit for the Subcommittee's consideration a summary of the findings of the American Recreation Coalition's Task Force on Recreation Policy. The summary sets forth those issues we believe warrant examination by the Commission which would be established by S.1090. The issues are grouped into seven major categories:

- public lands and waters;
- coordination of efforts;
- funding;
- changes in recreation;
- private lands;
- transportation, and
- education.

We urge that the Commission address these issues in developing its blueprint for recreation in America tomorrow.

American Recreation Coalition

Dedicated to the protection and enhancement of every citizen's right to pursue health and happiness through leisure-time activities.

November 2, 1982

MEMORANDUM

TO: ARC Members

COPY FOR: ______________________________

FROM: E. Randall Henderson, Jr.

SUBJECT: Summary of September 30 Meeting

The first meeting of the ARC Task Force on Recreation Policy was held on September 30 and we had a useful exchange of ideas on challenges and opportunities which face the recreation community. I invite your comments on the issues raised and your submission of other issues which you feel deserve consideration in recreation policy deliberations.

BACKGROUND

Recreation has long been regarded as a positive force in American lifestyles. Our first national park was created in 1872 (Yellowstone) and our national park system symboilzes our nation's international leadership in providing recreation opportunities for all ages. The federal role in recreation expanded significantly during the 1960's under a design developed by the Outdoor Recreation Resources Review Commission (1958-1962). A new Bureau of Outdoor Recreation and a Cabinet-level recreation coordinating council were created. A major new grant program to acquire and develop public recreation sites (the Land and Water Conservation Fund) was created. Recreation-oriented planning by public agencies increased greatly. Laws guiding management of national forests and BLM tracts specified an attention to recreation uses. Statutes to clean up the nation's air and water were enacted with a primary focus on increasing recreational uses.

By the late 1970's, the federal pattern of endorsement of recreation had been broken. In energy allocation, in land use planning and in other public policies, recreation was labeled as frivolous. Funding for recreation has declined in both constant and current dollars from a highwater mark in Fiscal Year 1978, even before acute fiscal problems in government were widespread. Today, prominent national figures have questioned the legitimacy of any federal role in recreation beyond public lands.

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Yet recreation in America continues and continues to expand. Changes in how America has fun are occurring. The questions are whether these changes will continue to provide Americans with a diverse range of quality recreational choices and whether interested public officials, corporations and others should take steps to insure that the first question is answered affirmatively.

ARC's Task Force on Recreation Policy and a distinct but related effort led by Laurance Rockefeller seek to examine these questions between now and early 1983. We expect that these efforts will be an intermediate step toward a high-visibility policy review in 1983 involving the sanction of the Congress or the President, or both.

The prime mission of the ARC Task Force is to identify opportunities for the public and private sectors to work together cooperatively in the future, assuming functions and roles most appropriate and efficient.

ISSUES

Public Lands and Waters

1. Regional disparity: although public land constitutes one-third of our nation, the land is largely concentrated in the west and away from population centers. This imbalance is unlikely to be altered through additional acquisition efforts.

2. Facility development: budget constraints prohibit the development by public entities of facilities on public lands which provide the services desired by recreationists. Increased partnership efforts with the private sector, along the lines of ski area development, could correct underutilization of federal lands. To realize this potential, a new policy is needed governing such aspects as: length of leases/permits; levels of allowable development; level of compensation to the federal government and use of that income; assignability of leases/permits.

3. Management philosophy: recreational uses of the public lands are restricted by conflicts with commodity uses of these lands as well as by regulations and laws which place higher priority on wildlife protection and resource preservation. Examples include:

- Executive Order 11644 (off-road vehicles);
- National Wilderness Preservation System (which excludes most popular recreational activities); and
- National Park Service planning, which emphasizes the threats associated with human visitations.

Coordination of Efforts

1. Conflicting requirements: private recreation providers are subject to multiple and often conflicting federal, state and local requirements. Marina development may offer the best example: separate permits and approvals may be required by the Corps of Engineers, the Fish and Wildlife Service as well as state entities. The processes are lengthy and, despite apparent compatibility, can generate contradictory requirements.

2. Public land and water planning: public land and water planning efforts focus primarily on physical resources, and especially commodities such as timber, oil, gas and minerals. Individual recreationists find participation in these processes frustrating. Further, because public recreation programs rarely approach planning from a marketing standpoint, the location and design of recreational facilities are often far from ideal. Too often, a goal of "cheap" recreation is assumed when value in recreation is sought by potential visitors. Recreational preferences and economic viability of facilities must receive improved treatment. To do so, improved mechanisms for involving for-profit recreation interests in the planning process are needed.

3. Ease of access/licensing: recreational activities frequently take place across jurisdictional boundaries. A hiker might traverse National Park Service, national forest, BLM, state and private lands within a day's trip. A fisherman might easily use the waters of several states, since rivers and lakes frequently serve to divide governmental units. In some cases, such as the Greater Yellowstone Management Area, good cooperation among public agencies facilitates recreational enjoyment. More of this cooperation is needed. Limited reciprocity in hunting and fishing licenses across state borders should be considered.

Funding/Paying for Recreation

1. Closed-loop systems: fees and taxes collected from recreationists should be returned to benefit recreation. The failure to return federal motor fuel taxes to boating programs and concerns among the recreation community about the use of federal excise taxes collected on fishing and hunting equipment deter acceptance of new and broader recreational use fees. Collection of recreational user charges is further inhibited by the lack of direct benefits accruing to the responsible federal agency. In general, closed-loop charge systems are more prevalent in the state and local public recreation programs. The closed-loop system permits improved operation of marketplace forces, a step which could facilitate public/private cooperation.

2. Public recreation programs: there are important benefits arising from public recreation programs in areas where private sector efforts could not be profitable. A reliable funding mechanism must be found for these endeavors.

3. Fee collection mechanisms: the mechanisms available for use to pay for public recreation services must be examined and evaluated for suitability in specific instances. It is likely that the fee system -- like the overall recreation delivery system -- will be diverse in nature. In general, efficiency, equitability and responsiveness to change should be key considerations in evaluating the appropriateness of user charges, entrance fees, excise taxes and other structures.

Changes in Recreation

1. Technology assessment: a mechanism is needed to help public and private recreation providers alike anticipate changes in recreational demand prompted by new technology. This information can assist in reducing social and environmental conflicts and improve the responsiveness of the recreation system. Among the changes of the past twenty years are:

- tremendous growth in largely self-contained RV units;
- widespread use of snowmobiles, motorcycles and four-wheeled vehicles off-road; and
- improved cold-weather clothing, facilitating winter camping, cross-country skiing, snowmobiling and other pastimes.

2. Energy: What factor will energy prices and supplies play in shifting recreational preferences and patterns in the days ahead? What governmental policies will influence energy price and supply? Will recreational travel and energy be discouraged by government policies?

Private Lands

1. Access on a non-fee basis: traditionally, undeveloped and agricultural lands in private ownership have played a key role in providing habitat for wildlife, general visual attractiveness and opportunities for non-intensive recreation from hunting to hiking to picnicking. Tax policies and protection against judgments arising from injuries by recreational users can help continue this role.

2. Fee-based recreation: significant changes are occurring in private land management. In Texas and other areas, landowners are finding a significant market for permit hunting -- sufficient to justify investments in wildlife habitat improvements. This activity replaces, in part, public agency efforts and expenditures. On the other hand, pricing of public campsites in some areas prevents private sector investment in facilities. Public influences on fee-based recreation on private lands need to be documented and evaluated.

Transportation

1. Highway network: much recreation depends upon motor vehicle travel of 50 miles or more. The interstate highway system has facilitated access to recreation sites, in part ameliorating imbalances in public lands and recreational opportunities. Maintenance of the nation's highway system, then, is of great importance to recreation in America.

2. Public transportation: group travel by bus and airplane to our national parks has again become a significant source of visitors after several decades of rapid increase in the importance of personal autos. What effect will deregulation of airlines and buses have in future travel patterns?

Education

1. Improved user knowledge: as a nation, we have adequate recreational opportunities. The problems are dispersal of demand over time and space and providing information on available opportunities. The problems are closely inter-connected. Efforts to communicate opportunities in lesser-known regions and to link public and private recreation opportunity suppliers are needed.

2. Management improvements: the training of public recreation program managers should be altered to place a higher emphasis upon marketing, visitor management and communications. Natural resource-trained managers often regard visitor services as less important -- and a distraction from -- management of the resource base.

CONCLUSION

Your thoughts and experiences are needed. Have we addressed the issues which you see influencing recreation opportunity availability in the years ahead? Please let me have your comments by November 24 -- send them to the ARC office. Thanks.

ERH/pms

Senator **Wallop**. Thank you, very much.

Mr. McIlwaine.

STATEMENT OF CHARLES McILWAINE, VICE PRESIDENT OF CORPORATE COMMUNICATIONS, THE COLEMAN CO., INC.

Mr. **McIlwaine**. Mr. Chairman, my name is Charles McIlwaine, and I serve as vice president of corporate communications for the Coleman Co., Inc.

As you, sir, are aware, Mr. Coleman, who is the chairman of our company, strongly supports S. 1090, and over the past year has made numerous trips to Washington to meet with you, and with other conservation and recreation leaders to discuss this legislation.

He deeply regrets that a longstanding commitment out of the country precludes his presence here today, and requests that his written comments be incorporated into the hearing record at this time.

Senator **Wallop**. By all means.

Mr. **McIlwaine**. In addition, I would like to take this opportunity to briefly speak to the information dissemination problem addressed by Mr. Coleman in his written testimony.

In my capacity for the Coleman Co., I work on a daily basis with scores of media outlets, and with even more recreation writers and reporters. In my 20 years in this business, I am still astounded by the number of specialty publications that exist to serve outdoor recreation consumers. Our company alone regularly supplies information to 100 such publications. And our list of outdoor recreation writers tops 1,000.

These publications flourish because they are meeting an escalating consumer demand for information. Through these speciality publications, Coleman and other companies have effectively and efficiently disseminated information about our products.

But I am appalled by the difficulties that we encounter in trying to assemble information about areas and facilities at which consumers can enjoy our products.

I have reached several conclusions as to why this situation exists in the outdoor recreation industry but not in others. First, unlike other service industries, such as hotels and airlines, the outdoor recreation field is primarily composed of tens of thousands of small businesses such as campgrounds and marinas, which have neither the budget nor the staff to assemble and provide information on the scale demanded by consumers.

Second, ontdoor recreation is one of the very few fields in which Government is a major provider of services rather than just a regulator. This is an appropriate role given the Government's ownership of vast tracts of recreation lands and waters. And in my judgment, governments have generally done a good job of managing their recreation facilities.

But again from my experience, governments and especially the Federal Government have never fully recognized their obligation to disseminate information about these areas to the public. The result is that with the exception of a handful of national parks and several other heavily used Federal areas, the public is not aware of the variety of recreation opportunities that exist on one-third of our total land surface, along all of our shorelines, and on many of our inland waterways.

Mr. Chairman, I submit that that is a huge chunk of real estate to withdraw from the recreation industry delivery system. We all know about parks like Yellowstone and Yosemite, but what about the 330 other areas administered by the National Park Service.

I dare say that thousands of auto travelers have passed within the shadow of Voyageurs National Park without even knowing that it exists. Contrast public ignorance of relatively new areas like Voyageurs with what has been done by the Disney organization in promoting EPCOT.

Obviously, recreation destinations like EPCOT serve a different purpose than our national parks and forests. My point is that there is no reason that we cannot apply similar information techniques to promote a more balanced recreation use of federally administered areas.

Through the proposed National Commission on Outdoor Recreation, we are presented at long last with a golden opportunity to develop and implement an information delivery system that not only effectively responds to the needs of the public, but will also provide more balanced recreational use of our natural resources.

The Coleman Co., sir, stands ready to work as a partner in this effort. And we thank you for your time this morning.

[The prepared statements of Mr. McIlwaine and Mr. Coleman follow:]

STATEMENT BY CHARLES McILWAINE, VICE PRESIDENT OF CORPORATE COMMUNICATIONS, THE COLEMAN COMPANY, INC., ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

My name is Charles McIlwaine and I serve as Vice President, Corporate Communications for The Coleman Company, Inc.

As you are aware, Mr. Chairman, Sheldon Coleman, Chairman of our company, strongly supports S.1090 and over the past year has made numerous trips to Washington to meet with you and with other conservation and recreation leaders to discuss this legislation. He deeply regrets that a long standing commitment out of the country precludes his presence here today and requests that his written comments be incorporated into the hearing record at this time.

In addition, I would like to take this opportunity to briefly speak to the information dissemination problem addressed by Mr. Coleman.

In my capacity for the Coleman Company, I work on a daily basis with scores of media outlets and with even more recreation writers and reporters. In my 20 years in this business, I'm still astounded by the number of specialty publications that exist to serve outdoor recreation consumers. Our company alone regularly supplies information to over 100 such publications. And our list of outdoor recreation writers tops 1000!

These publications have flourished because they are meeting an escalating consumer demand for information -- a demand not currently being met by general circulation publications.

Through these specialty publications, Coleman and other companies have effectively and efficiently disseminated information about our products. But I am appalled by the difficulties we encounter in trying to assemble information about areas and facilities at which consumers can enjoy our products. And let me assure you that demand for information on recreation destinations and facilities is real.

Working as I do for a company that prides itself in the quality of its products and the efficiency of its marketing operations, it is extremely frustrating for me to deal with a use area information system that is lacking in many respects.

I've reached several conclusions as to why this situation exists in the outdoor recreation industry but not in others.

First, unlike other service industries -- such as hotels and airlines -- the outdoor recreation field is primarily composed of tens of thousands of small businesses -- such as campgrounds and marinas -- which have neither the budget nor the staff to assemble and provide recreation use area information on the scale demanded by consumers.

Second, outdoor recreation is one of the very few fields in which government is a major provider of services, rather than just a regulator. This is an appropriate role, given governments' ownership of vast tracts of recreation lands and waters. And, in my judgement, governments have generally done a good job managing their recreation facilities. But, again, from my experience, governments -- and especially the federal government -- have never fully recognized their obligations to disseminate information about these areas to the public. The result is that, with the exception of a handful of national parks and several other heavily-used federal areas, the public is not aware of the variety of recreation opportunities that exist on one-third of our total surface area, along all our shorelines and on many of our inland waterways. Mr. Chairman, that's a huge chunk of real estate to withdraw from the recreation industry delivery system.

We all know about parks like Yellowstone and Yosemite, but what about the 330 plus other areas administered by the National Park Service? I dare say, thousands of auto travelers on their way to Glacier and Yellowstone national parks have passed within the shadow of Voyageurs National Park -- a large and beautiful area established in 1975 -- without even knowing it exists. Contrast public ignorance of relatively new areas like Voyageurs with what has been done by the Disney organization in promoting EPCOT. In less than one year EPCOT and attractions of the surrounding Lake Buena Vista area have become familiar to everyone. Obviously, recreation destinations like EPCOT serve a different purpose than our national parks and forests. My point is that there's no reson why we can't apply similar information techniques to promote more balanced recreation use of federally-administered areas.

Corporations like Coleman and major specialized publications like Trailer Life are trying to do just that. For example, our company's most recent outdoor annual contained an article on how to find uncrowded campsites and a story on backpacking opportunities at relatively underutilized national seashore areas.

Unfortunately, for every story published, and for every use area list prepared, we in the private sector have at least three horror stories to tell on what we had to go through to gather the information -- not because individuals in the federal government are unwilling to assist us but rather because there's no system in place to do so. It's like trying to package air. The information is nowhere -- and everywhere.

Through the proposed national commission on outdoor recreation we are presented at long last with a golden opportunity to develop and implement an information delivery system that will not only effectively respond to the needs of the public but also provide for more balanced recreational use of our natural resources.

The Coleman Company stands ready to work as a partner in this effort.

Thank you.

STATEMENT BY SHELDON COLEMAN, CHAIRMAN, THE COLEMAN COMPANY, INC., ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

Thank you, Mr. Chairman, for providing me with this opportunity to testify in support of S.1090. I am Sheldon Coleman, Chairman of The Coleman Company, Inc., a corporation which produces products ranging from sleeping bags to sailboats, coolers to canoes, life jackets to lanterns, tents to trailers, backpacking equipment to backyard cooking equipment and more. Our products are sold worldwide; we estimate that more than 100 million Coleman consumer products are in active use today -- and we are adding to this total at the rate of some 10 million new consumer recreational products each year.

I consider myself very fortunate to have been able to merge my personal and professional interests. You see, my love of the outdoors long preceded my time with the Coleman Company or the company's involvement in recreational products. At age 16 I was a guide at Long's Peak in Rocky Mountain National Park -- climbed it 22 times that summer. I estimate that I've paddled a canoe some 5,000 miles. And I've had a life-long love affair with hunting, fishing and hiking.

I also know from my early experiences that unless you had youth, plenty of free time or lots of money on your side, seeing and enjoying the sights which I did when a young man was not an option for the average American family. Since lightweight tents and other camping aids were non-existent, you had to be hardy enough to live with the elements, or rich enough to hire others to do the work for you.

To have had a hand in developing a line of products which has helped to open our great outdoors to millions of hard working American families has given me great personal pleasure. To have been able to build a profitable business and create thousands of jobs in the process has been downright exciting.

I mention my background as an ardent conservationist and successful businessman because these experiences relate directly to my present concerns.

When I was approached last summer by Laurance Rockefeller to serve with him on the Outdoor Recreation Policy Review Group I readily agreed -- in part because of my deep personal respect for Mr. Rockefeller's past leadership in the outdoor recreation policy field. But my motivations went quite beyond that. Frankly, I had been bothered by a gnawing suspicion that all was not going well with our country's outdoor recreation delivery system -- and by a growing concern that the magnificent range of outdoor recreation opportunities which had become available to me and millions of other citizens might not be available to future generations of Americans.

My work on the Review Group only served to heighten and give direction to those concerns. Our report, released last February, concluded that the recreation delivery system so painstakingly developed over the past 25 years is indeed in trouble. It's plagued by problems of program funding, facility management and development, escalating consumer demand, changing lifestyles and by government attitudes which consistently view recreation as a low priority concern.

Our study found that virtually all of these problems can be traced to one overriding problem. Despite the tremendous growth of outdoor recreation, and changing demands, public sector recreation programs are still being guided by federal policies developed over 20 years ago -- when widespread recreation participation was just beginning to take hold. The result is an inflexible system that cannot respond in an innovative fashion to today's recreation needs and demands, or adjust to current economic and political realities.

Most distressing to me was the Review Group's finding of inadequate coordination between the public and private recreation sectors. When the original ORRRC undertook its landmark work a quarter century ago, no one from the private, for-profit recreation sector was represented on the commission. And ever since then it seems that the public and private sectors have been following parallel but mutually exclusive courses -- despite the Review Group's finding that "the private sector is providing more outdoor recreation than it did 20 year ago" and that "it could do even more with government cooperation."

All of us are now paying for this vacuum in public/private sector cooperation: government -- because of missed opportunities to deliver responsive, cost-effective programs to the public; business -- because of missed economic opportunities. But the real losers are the millions of Americans who are being needlessly denied the range of outdoor recreation opportunities and services which they desire and deserve.

As just one example of what I'm talking about, look at the current state of our information delivery system. The federal government owns one-third of our country -- on which it has developed a rather modern recreation facility infrastructure. Yet, it's been shockingly remiss in developing a complementary system for informing the public about what's out there. The result is that a handful of our federal lands -- long established places like Yellowstone and Grand Canyon and Great Smoky Mountains national parks -- are jammed with people while the rest go virtually unused. The uninformed hear about overcrowding in a few areas and cry that we need to acquire more federal lands to solve this problem.

We don't have a land scarcity problem. What we have is an information and management problem.

Just look at the situation in our National Park System. Over the past two decades, Congress has actually tripled the number of areas administered by the National Park Service. In 1975, for example, Congress established Voyageurs National Park -- located in the magnificent Boundary Waters area of northern Minnesota, an area I paddled and hiked as a youngster. Yet who knows about this new park and the other recently established NPS areas? Virtually no one.

Our government's information system is worse than archaic - it's almost non existent. Right now, there's even a government embargo on printing the most basic information materials for the public. And so a few areas get even more crowded and the rest go unused.

What would happen to the Coleman Company if, as a matter of policy, we plowed millions of dollars into development of a new recreational product -- for research, real estate, plant facilities and equipment -- and then failed to inform the consumer about the availability of that product? We'd be out of business in short order. Beyond that, it would represent an unconscionable misuse of the financial resouces of our publicly-held company and a flagrant disservice to the consumers we serve. I suggest that if our government is going to be in the business of acquiring and managing lands for recreation use, and investing public funds in recreation facility development, it is equally obligated to develop policies and programs which will enable it to inform the public about its "product."

The federal government should also be moving aggressively to develop a modern, centralized reservation system for campsites and other facilities. Yet right now only nine National Park Service areas have some kind of advanced campsite reservation system; and even those are pretty limited. They may be able to tell us that campsites are booked in Shenandoah National Park, for example, but the systems can't tell us about vacancies in national forests and private facilities surrounding a park. As a result, embarking on a family camping vacation to our federal lands is too often akin to playing the lottery. There's no assurance that you'll be able to find a campsite when you arrive at your destination. The one exception is in California, where a centralized federal/state/private reservation system has been developed.

I'm convinced that the problems we face with our government's reservation and information delivery systems could be readily solved if it worked more closely with the private sector. The private sector -- particularly for-profit organizations -- have the marketing and technological expertise which government needs to get the job done. Hotels, airlines and other travel and recreation industries have already developed sophisticated central reservation systems. Working together, there's no reason why we can't devise a similarly effective, nationwide system for campsite reservations -- at minimum cost to government.

The private sector can also play a vital role in helping government get information to the recreational public. Just within the past year, the American Recreation Coalition has initiated a number of cooperative promotional efforts between federal recreation management agencies and recreation publications and organizations. The National Tour Association has produced a map and guide to National Park Service areas, and the United Bus Owners of America is developing a similar map-keyed guide to U.S Forest Service lands. This past winter a feature on snow-based recreational opportunities in national parks was produced by Webb Publishing and run in inflight and consumer magazines; and a 64-page guide to recreation opportunities on both national park and Forest Service lands will be published next March by Trailer Life magazine.

Collectively, these publications are reaching millions of recreation enthusiasts through the private sector. The sponsoring organizations are also providing free copies to federal agencies for distribution to the public.

This is only a small beginning, however. For too long the public and private sectors have looked upon one another as adversaries instead of as partners. And, unfortunately, that narrow vision has been reflected in our recreation program policies. If we are ever going to fully tap the resources and expertise of the private sector, we need to develop a systematic policy approach, in place of the bureaucratic maze that now exists.

By enacting the legislation now before you, there is a real possibility that government and the private sector can begin to work together as partners for the good of recreation in America. It should be done. It needs to be done.

Don't say it isn't possible. It is possible. I dream it now. Let's join together and see if, for once in our lives, we can make a dream come true.

Senator **Wallop**. Thank you, Mr. McIlwaine. And your entire statement will be included in the record.

Mr. **McIlwaine**. Thank you, Senator.

Senator **Wallop**. Mr. Christian.

STATEMENT OF CHARLES STRANG, CHAIRMAN AND CHIEF EXECUTIVE OFFICER, OUTBOARD MARINE CORP., AND ON BEHALF OF THE NATIONAL MARINE MANUFACTURERS ASSOCIATION, AS PRESENTED BY JIM CHRISTIAN

Mr. **Christian**. Mr. Chairman, my name is Jim Christian, and I am a partner in the law firm of Patent, Boggs & Blow. I am here representing Mr. Charles Strang, the chairman and chief executive officer of Outboard Marine Corp. and the National Marine Manufacturers Association, a trade association of about 750 manufacturers of engines, recreational boats, and trailers and accessories.

Boating is clearly a popular form of recreation in the United States. We estimate that 60 million people are involved in recreational boating. Over 12.5 million boats are used annually in that pursuit.

Both of these numbers reflect increases of 35 to 50 percent over the mid-1960's. In terms of dollar expenditure, the change is ever more dramatic. Boaters now spend $8.1 billion annually for goods and services compared to approximately $3 billion during the days of the original Outdoor Recreation Review Commission.

These statistics are offered to illustrate the changes which have occurred in boating over the past decades. The changes are in turn the principal explanation for our strong support for S. 1090. We believe that public recreation programs have not kept up with recreation patterns.

Public recreation programs and recreation policies are very important to boating, because boating is dominated by public and State regulations which govern our water surfaces, and in turn the access to those surfaces.

Over the past two decades, boaters have made sizable contributions to the acquisition and development of facilities that they need through registration fees primarily at the State level, and of course the Federal marine fuel excise tax.

The contributions of boaters at the Federal level was reflected in the original design of the land and water conservation fund where those fuel tax receipts were supposed to be returned to boaters in the form of the purchase of recreation facilities and boating facilities in particular.

Yet that goal proved to be elusive. Although a number of dollars came in, very few facilities were built, and in fact some facilities actually restricted the use of boats on those waters.

In addition, as Mr. Humphreys noted, there were several proposals during the 1970's and early 1980's which were detrimental to boating—10 percent excise taxes, gasoline restrictions, weekend boating bans, and so forth.

In 1980, in an effort to utilize those fuel tax receipts, the Biaggi fund was passed, otherwise titled the Recreational Boating Safety and Facilities Improvement Act. But to date, there have been no funds appropriated under that act. In the meantime, the Congress increased the fuel tax from 5 cents a gallon to 9 cents a gallon.

I offer this brief history, Mr. Chairman, to illustrate the need for a new Commission on Outdoor Recreation, which will address the need for public boating facilities, and the equity of recreation program funding.

A number of proposals may encompass the idea of the user fee. The user fee concept as boaters have experienced it has been nothing more than a tax for general revenue purposes, a user fee grounded on the principle that a return to those who pay it is more palatable to us. And we are seeking that in other legislation pending before the Finance Committee right now.

Our case is not being made for the fancy marinas, Mr. Chairman. We think that since 90 percent of all boats owned are owned by Americans with midlevel or lower incomes, and those boats are 16 feet or less in length, and are trailed back and forth from the water on a daily basis, that this is the area where facilities' need is the greatest. And the private sector cannot alone address those needs.

We are talking about a simple facility with a launching ramp and a parking lot. Those types of facilities cannot be provided entirely by the private sector, since there is very little prospect of recovery of investment plus operating costs.

I would like to note that in the complete statement that a number of studies by sea grant colleges and the coastal zone management studies indicate that the need for facilities is not isolated to any particular geographic area. It is a nationwide problem.

The recreation marine industry has made several efforts over the years to help itself in the facilities area. First of all, H.R. 2163, which I referred to, is an effort jointly with the sport fishing interests and the marine industry to capture those fuel excise taxes for use by the States for facilities for sport fishing enhancement and boating safety.

Furthermore, the association is conducting a survey for facilities needs on a region by region basis. The association also prints and publishes brochures available to the public, how-to manuals on construction, location, and financing of the facilities as well as location of existing facilities.

In summary, Mr. Chairman, the Outdoor Marine Corp. and the National Marine Manufacturers Association supports S. 1090, and I appreciate the opportunity to present these views today.

[The prepared statement of Mr. Strang follows:]

STATEMENT BY CHARLES STRANG, CHAIRMAN, OUTBOARD MARINE CORPORATION, ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER 23, 1983.

Good morning. My name is Charles Strang and I am the Chairman and Chief Executive Officer of Outboard Marine Corporation, a company based in Waukegan, Illinois which produces a variety of outboard and inboard marine propulsion systems and related equipment. We are the largest producers of outboard engines in the U.S., marketed worldwide under the brand names Evinrude and Johnson.

I also appear this morning on behalf of the National Marine Manufacturers Association, whose membership includes 750 corporations which, like mine, are active in the boating industry.

Boating has long been one of America's most popular recreational endeavors. It is also one of America's fastest growing pastimes. On our nation's lakes and rivers and along our seacoasts, Americans by the millions are drawn to a variety of boats for activities as varied as fishing and waterskiing, sightseeing and racing. We estimate that participation in boating numbers more than 60 million Americans each year, using 12.5 million boats ranging from canoes and windsurfers to houseboats to yachts. Both of these numbers reflect increases of 35 - 50% over the mid-1960's. In terms of dollar expenditures, the change is still more dramatic; boaters now spend $8.1 billion annually on goods and services, as compared to $3 billion per annum during the days of the original Outdoor Recreation Resources Review Commission.

These statistics are offered to demonstrate the changes which have occurred in boating over the past two decades. These changes, in turn, are the principal explanation for the boating community's strong support for S.1090 and the creation of a new national commission on outdoor recreation policy. You see, we do not believe that public recreation programs have kept up with the changes in recreation patterns.

Public recreation programs and public recreation policies are very important to boating. Boating is dominated by federal and state regulations which govern our water surfaces and, to only a slightly lesser degree, by publicly-owned points of access to these water surfaces.

Over the past two decades, boaters have made sizable contributions to the acquisition and development of facilities they seek through registration fees and gasoline taxes. In some cases, boaters have benefitted from facilities paid for by the public at large, out of dollars from the general treasury -- however not nearly to the degree many other recreationists have benefitted.

The contribution of boaters at the federal level was reflected in the original design of the Land and Water Conservation Fund, itself one of the outgrowths of the original national recreation commission. Federal fuel tax receipts attributable to boaters were earmarked for the fund, with the money then to be used to meet boaters' needs. Yet this goal proved very elusive. Money came in from boaters by the hundreds of millions of dollars, but very few boating facilities were ever aided by the Land and Water Conservation Fund. Even worse, boaters actually came to expect discriminatory treatment from the federal government. We suffered a series of onerous proposals during the 1970's and into 1980: a 10% excise tax; exclusion from gasoline allocation plans; loss of federal financial support for state and local facilities serving motorboats; and an outright ban on weekend boating.

Three years ago, in the Recreational Boating Safety and Facilities Improvement Act of 1980, popularly known as the Biaggi Act, Congress recognized the funding injustice and placed a portion of the federal boat fuel taxes into a dedicated trust fund to help states meet the needs of boaters. We learned, though, that Administrations of both Democratic and Republican composition could turn a deaf ear toward boaters, as we went three fiscal years without any appropriation at all from the new fund. Meanwhile, the Congress acted to increase the federal fuel tax to nine cents per gallon, raising the contribution to an estimated $97 million annually from America's boaters.

Mr. Chairman, I offer this story because we believe a new national commission on outdoor recreation needs to address the need for public boating facilities and the equity of recreation program funding. As we hear calls for increased recreation user fees, we have to respond with concern because what has been labeled as a "user fee" for boaters might be more accurately described as a specialized tax for general revenue purposes. We are not urging federal construction of fancy marinas to serve the high end of the boating market. We make our case for the typical boater in America. Well over 90% of all boats are owned by Americans with mid-level or lower incomes. These boats are sixteen feet and under in length and are towed from home to public launching ramps and back after a day of family fun. A boat of this type, complete with outboard motor and trailer, retails for under $5000.

The private sector cannot meet the needs of these boaters alone. In fact, private investment in boating facilities has dropped sharply in recent years. Part of this drop was attributable to a weak economy and high interest rates. Another part of this drop is attributable to the investment community's apprehensions arising from the recurring discriminatory federal proposals of the past decade. But beyond that, it is unrealistic to expect the private sector to furnish the facilities in the greatest demand: simple launching ramps with adjacent parking, since there is almost no prospect of recovery of investment plus operating costs.

It is important to emphasize that one of the main factors which continues to inhibit boating's growth, and hence prevent its enjoyment by more people, is the lack of sufficient recreational boating facilities. An urgent need exists for a nationwide inventory of existing boating facilities such as launching ramps and marinas.

Analysis of such an inventory would allow us to pinpoint geographic and economic areas of acute shortage. From isolated studies, especially by Sea Grant colleges or as a part of Coastal Zone Management analysis, we now see that the problem is not restricted or limited to any one area but appears to be of nationwide proportions.

Consider this language from a 1978 survey of marinas in Virginia's coastal zone:

> "Planned expansion efforts are not sufficient to meet even the past demand for berths. In 1976, commercial marinas turned away over 4,600 customers, and in 1977, over 4,900 customers sought slips that were not available. Approximately 77 percent of all marinas had to turn away some potential customers in the two-year period. Only 48 percent of the operations bothered with maintaining a waiting list during the 1977-78 boating season, since boat owners' loyalties to lists are frequently not strong. Collectively, the industry had over 1,400 persons on active waiting lists.

And this from a 1979 New York State study by Sea Grant:

> "In the past, state and local governments and private enterprise have not provided sufficient facilities to meet the demands of New York's boating public. The NYS Office of Parks and Recreation estimates a deficiency of 15,595 boating berths statewide and notes that many other berths need maintenance and repair. The population center of New York City, western Long Island, Buffalo, Rochester, and Oswego are particularly deficient in boating facilities.

And this from a 1977 Coastal Zone Management study of the demand for boating facilities in Wisconsin counties bordering the Great Lakes:

> "A study of Great Lakes boaters identifies the inadequacy of existing boating facilities. There is crowding at public launch facilities, especially along the southern Lake Michigan shore, and in Brown and Door counties. Only 42 percent of the boaters surveyed ranked existing Great Lakes launch facilities as adequate. The need for additional launch ramp and trailer parking space, as well as the need for improved rest rooms and other facilities at or near the launch site, were mentioned by a majority of the boaters surveyed.
>
> "If the demand projections presented in this report are accurate, there needs to be significant response from the public and private sectors to meet facility needs of a 200 percent increase in boating by 1990."

The Outboard Marine Corporation has made a firm commitment to facilities development, because the future of this sport and industry depends upon continuing expansion of facilities. If people don't have a convenient place to launch, or store, or berth, they are going to hve second thoughts about going boating in the first place. It's not worth the hassle.

What is Outboard Marine Corporation doing about it?

To begin with, working through our industry trade association, the National Marine Manufacturers Association, we are doing a region-by-region survey of boating needs to find out where the shortages of facilities are most acute.

Secondly, for many years our industry association has published how-to literature on planning, designing, building, and financing boating facilities. For example, they have a directory of architects and engineers which tells people in the market for a recreational boating facility where they can locate professional help to plan and build that facility. NMMA is planning to produce a promotional movie on recreational boating facilities. They have a five-part series of brochures called "Sources of Waterways Information," which tells boaters where to write private and government publishers for maps, charts, pamphlets, etc., locating facilities.

Our efforts are being aimed at problem definition. Then we will devise guidelines to aid public and private sector interests in solving those problems. As the new Commission takes on the tasks of defining America's outdoor recreation problems and needs, it can expect enthusiastic help and cooperation from all concerned boating organizations. Both Outboard Marine Corporation and the National Marine Manufacturers Association assure the committee of our willingness to assist the Commission's efforts. We thank Chairman Wallop and the cosponsors of S.1090 for their foresight and urge prompt approval of and a favorable report on S.1090.

Senator WALLOP. Thank you, Mr. Christian.
Mr. Hunt.

STATEMENT OF MARC HUNT, PRESIDENT, EASTERN PROFESSIONAL RIVER OUTFITTERS ASSOCIATION

Mr. HUNT. Mr. Chairman, my name is Marc Hunt, and I operate a white water rafting business on the Okale River in Tennessee. I am here today in my capacity as president of the Eastern Professional River Outfitters Association.

I can assure you that no other industry group has a greater appreciation of the need for a review of recreation policy than our members. We enthusiastically support S. 1090, and appeal to you to include representatives of the recreation industry as members of the proposed commission.

EPRO is composed of approximately 80 outfitters and equipment manufacturers. Our outfitter members operate on all of the major white water rivers in the eastern United States from Maine to Georgia. EPRO is organized for the advancement of river safety, the enhancement of the quality of the river trip experience, and conservation of our white water resources.

Our members provide guided white water raft trips, instruction in canoe and kayak paddling, international trips, and a variety of other services. Many of us recognize the remarkable change in values in recreation pursuits which have occurred in the past two decades.

The outfitting industry in the East has arisen since the last 1960's when the public began finding refreshing adventures on our sparkling rivers. Since then, use of white water resources has grown rapidly. Today with twenty commercially viable stretches of white water in the heavily populated East, there is an obvious scarcity of resources available for white water recreation. State and Federal agencies are currently managing most of these rivers.

With this overview in mind, I appeal to you to consider for a moment two factors that I think will greatly affect the public's enjoyment of this river in the near future. First, Government regulation of river use through the U.S. Forest Service and Park Service is increasing and changing along with the growth in use of these resources.

The policies of these agencies have a great impact on the availability of white water recreation as well as the quality of the service offered to the public by the outfitting industry. The U.S. Army Corps of Engineers and the TVA are also taking an interest in river recreation management.

Policy considerations of these agencies that will affect the quality and availability of recreation include determining and managing carrying capacity; the award of special permits, licenses, and concessionary ships; the administration of user fees and the allotments for various user groups.

Many of the policymakers in these agencies are very well-meaning and dedicated public servants. However, because the outfitting industry is relatively new, and many of these agency managers are unfamiliar with the industry services or the basic requirement for the delivery of a safe quality experience to the public.

On some rivers, use by the outfitted public comprises 70 percent of the total use of the resource. For these reasons, I believe that Government agencies overseeing recreational use of the public lands and waters will greatly benefit from a policy review that includes input from the recreation industry.

I would like to offer you other evidence of the need of review of recreation policy with regard to the use of reserve waters, a topic very germane to the considerations of this committee. The availability of water resources can be greatly increased by appropriate multiple-purpose management of water projects to include considerations for downstream recreation.

Many water projects provide storage for flood control, recreation, and power production. Particularly in the case of flood control projects, the Army corps has the capability to provide scheduled water leases without detracting from the purposes for which these projects were authorized.

In some cases, such as on the Gauley River in West Virginia, the corps has chosen to exclude downstream white water recreation in their interpretation of recreation authorization of the project. Without question, the Somerville project on the Gauley could result in far more economic and recreation benefits with some genuine consideration of downstream recreation.

In the case of the Gauley, this can be done without detracting from the other purposes for which this project was authorized. I can point out H.R. 3678 which addresses this matter.

It is my sincere hope that one of the results of the consideration of this committee in the National Outdoor Recreation Resources Review Commission will be to broaden the perspective of this Nation's water resource agencies with regard to multiple-purpose management, or white water recreation opportunities on some of the Nation's most popular rivers like the Okale in Tennessee will be sacrificed.

In closing, I wish to thank Senator Wallop for his leaderhip role in bringing the need for recreation resources policy review to the forefront. I also wish to thank the committee members here for their attention to my testimony.

Indeed, the future of white water recreation and other types of recreation is dependent on the proposed Commission. Thank you.

[The prepared statement of Mr. Hunt follows.]

Statement by Marc Hunt, President, Eastern Professional River Outfitters Association, on S. 1090, The National Outdoor Recreation Resources Review Act of 1983, before the United States Senate Public Lands and Reserved Water Subcommittee, September 23, 1983.

Mr. Chairman and distinguished members of the Public Lands and Reserved Water Subcommittee. I am grateful for this opportunity to express to you the views of the Eastern Professional River Outfitters Association with regard to the National Outdoor Recreation Review Commission Act. I can assure you that no other industry group has a greater appreciation of the need for review of recreation policy than our members. We enthusiastically support S. 1090 and appeal to you to include representatives of the recreation industry as members of the proposed Commission.

The Eastern Professional River Outfitters Association (EPRO) is composed of approximately 80 outfitter members and equipment manufacturers. Our outfitter members operate on all the major Class III or better whitewater rivers in the eastern United States from Maine to Georgia. EPRO is organized for the advancement of river safety, the enhancement of the quality of the river trip experience and the conservation of our whitewater resources. Our members provide guided whitewater raft trips, instruction in canoe and kayak paddling, international trips, and a variety of other services (Appendix, 1).

Many of us recognize the remarkable change in values and recreation pursuits that have occurred in the past two decades. The outfitting industry in the East has arisen since the late nineteensixties when the public began finding refreshing adventurers on our sparkling rivers. Since then use of these whitewater resources has grown rapidly. Today with less than twenty (20) commercially viable stretches of whitewater in the heavily populated East, there is an obvious scarcity of resources available for whitewater recreation. State and Federal agencies have limited use on many of these rivers, particularly on weekends. Other stretches are only a few miles long and have short seasons due to limited Spring runoff (Appendix, Item 2, U.S. Army Corps of Engineers).

With this overview in mind, I appeal to you to consider for a moment the two factors that I think will greatly effect the public's enjoyment of these rivers in the near future.

First - government regulation of river use through the U.S. Forest Service and the U.S. Park Service is increasing and changing along with the growth of use of these resources. The policies of these agencies have a great impact on the availability of whitewater recreation, as well as, the quality of service offered the public by the outfitting industry. The U.S. Army Corps of Engineers is also

Statement by Marc Hunt
President, Eastern Professional River Outfitters, Association
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taking an interest in river recreation management. Policy considerations of these agencies that will effect the quality and availability of whitewater recreation include:

determining and managing carrying capacity;

the award of special use permits or licenses to commercial outfitters;

the administration of "user fees";

and allotments for various "user" groups.

Many of the policy makers in these agencies are very well meaning and dedicated public servants. However, because the outfitting industry is a relatively new phenomena, many of these agencies' managers are unfamiliar with the industry or the basic requirements for the delivery of safe, quality services to the public on these whitewater rivers. On some rivers use by the outfitted public comprises 70% of the total use of the resource. For these reasons I believe that government agencies overseeing recreational use of public lands and waters will greatly benefit from a policy review that includes input from the recreation industry.

I would like to offer you another evidence of the need for a review of recreation policy with regard to the use of reserved waters - a topic very germane to the considerations of this committee. The availability of whitewater resources can be greatly increased by appropriate multiple purpose management of water projects to include considerations for downstream recreation. Many water projects provide storage for flood control, recreation, and power production. Particularly in the case of flood control projects, the Army Corps of Engineers has the capability to provide scheduled water releases without detracting from the purposes for which the project was authorized.

In some cases, such as on the Gauley River, the Corps has chosen to exclude downstream whitewater recreation in their interpretation of recreation authorization for the project. Without question, the Summersville Project on the Gauley River and others like it could result in far more economic and recreational benefit with some genuine consideration of downstream recreation by the Corps. In the case of the Gauley River this can be done without detracting from the other purposes for which the project was authorized. I call your attention to page 240 of H.R. 3678, included in the Appendices, dealing with the Gauley River. This measure is an example of creative management of our water resources that will bring more economic benefit from existing resources without increased cost to the taxpayer.

Statement by Marc Hunt
President, Eastern Professional River Outfitters Association
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It is my sincere hope that one of the results of the considerations of this committee and the National Outdoor Recreation Resources Review Commission will be to broaden the perspective of this nation's water resource agencies to regard river recreation as an asset worthy of enhancement. Without true multiple purpose management, whitewater recreation opportunity on some of the nation's most popular river's, like the Ocoee in Tennessee, will be sacrificed (See Appendices, H.C.R. 125).

In closing, I wish to thank Senator Wallop for his leadership role in bringing the need for a recreation resources policy review to the forefront. I also wish to thank the committee members here for their attention to my testimony. Indeed, my presence at these hearings is, perhaps, one of the most tangible evidences of the changes in recreational pursuits that give rise to the need for S. 1090. When the original ORRRC was established in 1958, there was no such thing as a whitewater rafting or outfitting industry along the Eastern seaboard. Your consideration of this legislation and the issues presented in this testimony will effect millions of Americans who raft, kayak, canoe, photograph, or work on this nation's whitewater rivers. The future availability of these resources will depend on your action on S. 1090.

Thank you.

Senator WALLOP. Thank you, Mr. Hunt. I notice one interesting statement in your written remarks. "When the original ORRRC was established in 1958, there was no such thing as white water rafting or the outfitting industry along the Eastern Seaboard."

Clearly, that is one of the reasons why we need a new ORRRC. There are a variety of things. There were hand gliders and a lot of other things that take place now that did not take place then. So that is one of the reasons why.

And I thank you all for your testimony here this morning.

The next panel is Derrick Crandall of the American Recreation Coalition; Nina Janopaul, American Youth Hostels, Inc.; Mr. William Estes of the Good Sam Club of Agoura, Calif.; Nancy Ingalsbee, U.S. Recreational Ski Association; Wayne LaPierre, National Rifle Association; and Maria Dennison, director of Washington operations, Sporting Goods Manufacturers Association.

I am informed that Nancy Ingalsbee is not here. She has taken an interest in this, and I assume that we will have a statement from her to include in the record.

Derrick, would you begin.

STATEMENT OF DERRICK CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION

Mr. CRANDALL. Thank you, Senator. I will be very brief. My written statement deals with one of the key issues that we see the Commission dealing with, and that is the funding of public recreation programs over the Federal, State, and local levels.

I do want to appear here today just to personally express the gratitude of all of the American recreation coalition members, all 90 organizations and corporations actively involved in recreation, for the leadership that you have provided consistently in the field of outdoor recreation.

We are delighted that this bill has come to receive such broad support. As you heard this morning, I think we all celebrated a little bit that recreation is being talked about in such glowing terms by so many people, and the changes that have occurred in the last two decades are being focused upon.

In fact, our organization reflects change. We were created in 1979, and our cause for creation was the fact that many of our organizations like the Eastern Professional Outfitters were new, were not really active in the first ORRRC.

So with no disrespect whatsoever to the legacy of ORRRC, we are simply saying that the ground rules have changed. And we wish to help create a Commission and a series of recommendations which will allow us to be as proud 25 years from now as those people who were responsible for the first ORRRC should feel today.

Mr. Chairman, there is one other indulgence that I would ask of you. In addition to Bill Estes of the Good Sam Club, we also have with us today one of the Sam ambassadors of that organization, and we would ask your indulgence to allow a short statement by that individual as well.

Thank you, very much. And again, on behalf of all of the members of ARC, we appreciate your leadership.

[The prepared statement of Mr. Crandall follows:]

STATEMENT BY DERRICK CRANDALL, PRESIDENT, AMERICAN RECREATION COALITION, ON S.1090, THE NATIONAL OUTDOOR RECREATION RESOURCES REVIEW ACT OF 1983, BEFORE THE UNITED STATES SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SEPTEMBER, 1983.

Mr. Chairman and distinguished members of the Public Lands and Reserved Water Subcommittee, my name is Derrick Crandall and I am President of the American Recreation Coalition, an incorporated nonprofit organization based in Washington, D.C.

Our organization is comprised of an extremely broad array of recreation interests in America. Our ninety members include individual membership organizations (such as American Youth Hostels, the United States Recreational Skiers Association and the Good Sam Club); equipment manufacturers (such as The Coleman Company and Fleetwood Enterprises); recreation providers (such as KOA and Outdoor Resorts of America); and major recreation trade associations (including the National Marine Manufacturers Association, the International Association of Amusement Parks and Attractions, the National Spa and Pool Institute and the National Campground Owners Association). We are proud to have played an active role beginning in 1980 in the process which resulted in the introduction of S.1090. We particularly commend you, Mr. Chairman, for your leadership in sponsoring this legislation and for your long standing support for America';s outdoor recreation community. We are also indebted to the more than 40 United States Senators who have joined in cosponsoring S.1090.

Mr. Chairman, in introducing the legislation now before this committee, you stated:

> "We are facing the problem of how to reassure the American people that our country will continue to have quality recreational opportunities at the same time that we need to exercise fiscal and budgetary constraints."

The American Recreation Coalition concurs with your assessment that providing adequate funding for recreation programs represents a tast of this nation's commitment to outdoor recreation in America.

For twenty years, Americans have enjoyed a remarkable growth in recreation opportunities and recreation participation. Spurred by increases in leisure time, discretionary income and technological developments, Americans have made fun and fitness a key portion of their lifestyles.

Government studies show that more than 175 million Americans over the age of 12 now participate in outdoor recreation activities. This legion of recreationists has grown to include some 61 million campers, 20 million skiers, 53 million boaters, 64 million fishing enthusiasts and 8 million snowmobilers - to name just a few recreation categories. As a matter of fact, recreation participation has far outpaced population increases. Since 1960, for example, the number of campers has increased 500%, skiers are up 650%, the number of golfers has tripled, bicycling is up over 500%, and the number of sailors has increased by 300%.

This tremendous growth in recreation participation has been fed by an equally dramatic growth in public recreation facilities. Since World War II, federal, state and local government units have acquired new parklands and constructed facilities ranging from softball fields to elaborate indoor recreation centers. Public recreation facilities, typically available at low or no cost, have been a major stimulant for recreation participation.

The private sector has also played a central role in this recreation revolution. Over the past two decades equipment innovations by the private sector have made entry much easier in to outdoor recreation activities. Improvements in recreation vehicles and the development of lightweight backpacks, tents and other equipment have had a major impact on the camping market, while refinements in ski equipment have attracted millions of enthusiasts to downhill skiing. In still other cases, technological advances have created new forms of outdoor recreation -- such as snowmobiling and ultralight flying. Today, tens of thousands of corporations are either involved in the production of recreation equipment or in the provision of recreation services. They constitute a major force in America's recreation/leisure economy: in excess of $250 billion in annual consumer expenditures and some nine million jobs.

Yet the importance of recreation today and the size of the governmental and industrial infrastructures which serve America's recreation needs fail to protect recreation from a real and growing challenge.

The primary threat to recreation in America today involves the public recreation provider network. Although recreation opportunities are provided by a diverse and large aggregation of public and private interests -- sometimes in partnership but often in competition -- public recreation programs have come to play a disproportionately large role in assuring widespread recreation facilities. The term "disproporionately large" is prompted by the fact that total public expenditures on recreation at the federal, state and local levels are not immense: some $5 billion, or perhaps 2 percent of annual consumer expenditures on leisure. Another measurement might by based on per capita costs: the Forest Service provides more than 250 million recreation visitor days per year on an annual recreation program budget of $100 million, or a cost of roughly 40 cents for each day of hunting and hiking, camping and skiing, fishing and boating provided. Similarly, the total per visitor day cost of our national park system is $3.

Yet public recreation areas are key catalysts of and hosts for recreation in America. Although some Americans are able to afford memberships in private hunting clubs, golf clubs, swim clubs, yacht clubs and more, many Americans would be unable to continue their chosen recreation pursuits if the full costs of land acquisition and facility improvements were reflected in assessed charges -- as private sector recreation providers must do.

Today, severe budget constraints at all government levels have halted the expansion of most public recreation systems and further threaten a marked deterioration in the quality of recreation experiences on public lands. Evidence of these cutbacks abound:

- grants to states under the Land and Water Conservation Fund have been greatly reduced.
- the U.S. Army Corps of Engineers has closed nearly 400 recreation sites.
- visitor services and interpretive programs, along with brochures describing specific parks, are being curtailed by the National Park Service.
- some municipalities (including Toledo, Ohio) have actually abolished parks departments;
- public works programs which have played a key role in maintaining public recreation areas during the 1970's -- CETA and YACC, for example -- are being eliminated.

How have we reached this juncture -- where public policy and budget decisions threaten to overshadow marketplace demonstrations by Americans of the value they attach to recreation? Part of the answer lies in the primary reliance of public recreation programs on general revenues for operating and maintenance budgets. This has forced recreation programs to compete head-to-head with defense and education, welfare and medical services, police and fire services for an increasingly scarce commodity -- general government funds.

Even in less troubled economic times, recreation has not fared well in the revenue allocation arena. A study published in 1978 in the Journal of Leisure Research reported:

> "Examination of the U.S. Census information showed that the priority status of leisure services in the competition for city tax dollars declined between 1964 and 1974 in 19 of 30 major cities in the U.S. Leisure services generally received steadily decreasing proportions of total city funds irrespective of the level of those funds."

One consequence was a sharply increased dependency on federal funds. Monies provided through the Land and Water Conservation Fund, the Urban Prks and Recreation Recovery Fund, CETA and other federal programs rose to an average of one-third of all local park program budgets by 1980. With sharp decreases in these funds in FY 1981, FY 1982 and FY 1983, the fragility of state and local public recreation program budgets has been underscored. Aid to state and local governments for all purposes has been one of the most significant losers in recent budgets -- not merely failing to keep up with inflation but actually deceasing in current dollars.

Can state and local governments be expected to cushion federal cutbacks to public recreation programs? Possibly, but prospects are thought to be worse than at any time in recent memory. At the state and local levels, revenues are not keeping pace with growing costs and borrowing has become both difficult and costly. Local units of government face hundreds of billions of dollars in capital expenses during the 1980's to replace aging prisons and health care facilities, roads and schools -- items which are traditionally favored over parks in the political process.

In short, the recreation community should be concerned about the consequences of inaction on public recreation program funding at all levels -- federal, state and local.

THE USER PAY ALTERNATIVE

In the recent past, there has been a reluctance in the U.S. Congress and in other government agencies to emphasize recreational user fees. In fact, a variety of statutory and administrative barriers now exist which limit the extent and the amount of user fees and charges. These barriers reflect an awareness of the importance Americans attach to recreation on public lands and a conviction that recreation is of sufficient social value to our nation that it should be subsidized.

Others have long felt that such subsidy was wrong, not because recreation was unimportant, but because the use of general revenues for recreation represented a resource redistribution effort subject to governmental subjectivity. Governments would spend money to aid certain recreationists and ignore the needs of others.

The American public and many private sector businesses involved in recreation have unquestionably benefitted from the policies of the past. Thus, it can be argued that recreation policies of the 1960's and 1970's were right for that period. As we look ahead, however, it seems likely that a continuation of existing policies, including a primary reliance upon allocation of general revenues to recreation programs for operating expenses could rob Americans of the leisure-time choices they so enjoy.

Free recreation is not necessarily the best recreation policy -- it it results in a decrease in the quantity and quality of recreation opportunities for Americans. And that, unfortunately, is the situation we are now facing.

User fee systems need not be onerous or unpopular. At the state level, a variety of user fee strategies are employed: boat registration programs, hunting and fishing licenses, for example. Many local park and recreation programs make extensive use of fee-based classes and programs. Even at the federal level, user fees in the form of excise taxes are levied on hunters and fishermen under the Dingell-Johnson and Pittman-Robertson Acts.

Many of the programs covered by these fees are enduring today's budget difficulties quite well -- where the collected fees are earmarked or dedicated to provide the services desired by those paying the charges.

Snowmobiling provides one of the more dramatic case studies of the utility of the user fee concept as well as demonstrating the shortcomings of overreliance on general revenue appropriations. In Canada, where the concept of earmarking is unknown, financially strapped provinces have either sharply cut or in some cases abolished all funding for snowmobile trail development and maintenance. Almost overnight, the existence of tens of thousands of miles of trails, and decades of program work, have been placed in jeopardy. And, of course, long range planning has become almost impossible.

Contrast this bleak outlook in Canadian provinces with the situtation in the snowmobile states. Because most of these states long ago adoped a system of dedicating snowmobile registration fees (and, in some cases, unrefunded state snowmobile gas taxes) to fund snowmobile programs, there have been relatively few disruptions to the trail infrastructure in these states. Where dedicated user fee systems exist, snowmobilers in Wisconsin and Michigan and other states have successfully campaigned to increase their registration fees in order to maintain or expand their trail network.

The willingness of boaters, hunters and snowmobilers to support an equitable user fee system is not unique to these activities. In Minnesota, cross-country skiers have just this year succeeded in establishing a user fee system to develop ski touring trails and facilities. There is evidence of support for this concept. Parks and Recreation Management magazine carried a story in September 1981 reporting on an experiment in Burlington, Vermont, to determine user response to the establishment of an entrance and user fee at a popular local park. The authors concluded:

"1) Park visitors were receptive to reasonable user fees.

"2) Reasonable user fees have little effect on total park use. The mix of park activities, however, changed dramatically. Undesirable activities such as loitering around parking lots declined substantially,

"3) A park entrance fee (for automobiles only) can help alleviate problems of auto congestion. The establishment of an entrance fee encouraged nearly 20 percent of the park's users to walk or bike to the park.

"4) Revenues collected were reinvested in park maintenance and improvement. This resulted in favorable public acceptance of the fee program.

"5) A park entrance fee, appropriately designed, does not have to discriminate against older persons. The fee program exempted senior citizens from paying and resulted in increased use by senior citizens.

All of these are examples of closed-loop user fee systems -- that is, the collected funds are funneled back to support the program activity. However, there are examples of user fee systems which are not used to support the activity and do not assist recreation programs to deal with budget difficulties.

Recreation fees at federal sites, for example, are not currently returned to the operating budgets of the collecting agencies. Recent initiatives to raise fees for camping in national parks and forests at the same time many services are being decreased thus exposed federal land managers to greater criticism from recreational users who now pay more for less.

Similarly, millions of dollars in federal fuel taxes generated from fuel used in boats, snowmobiles and off-road vehicles are not returned to these users. In fact, boaters secured legislation to earmark their monies in 1980 -- the so-called Biaggi Act -- but the resulting fund has been ignored in three successive budget cycles.

Defining a User Fee

One of the most difficult issues associated with the federal recreation program funding issues is semantics: What is a user fee?

- Is a park entrance fee a user fee?
- Is a registration fee a user fee?
- Is a hunting license a user fee?
- Is an excise tax on recreation equipment a user fee?

The answer is that yes, these are in concept user fees but no, under existing federal laws and regulations, they are not user fees. The Land and Water Conservation Fund Act of 1964 expressly differentiated between entrance fees and user fees, for example.

The American Recreation Coalition has reviewed current definitions of user fees and finds them to be unsuitable, for they fail to discriminate between user fees and specialized taxes; by definition, user fees should be a "closed loop" charge by which receipts are returned to benefit those paying the charge. ARC adopted the following position regarding user fees on March 19, 1981.

> "Recreational user fees [of public lands and waters]... can be expected to contribute to management costs through user charges, registration fees, fuel taxes and other direct and indirect means. Because many activities on public lands generate revenues in these ways today, existing payments to

governments by recreationists and those providing recreation opportunities must be fully considered before additional taxes, fees or licenses are implemented. No government which manages public land can legitimately abrogate its resource stewardship responsibilities by denying public recreational opportunities in the name of fiscal constraint. Government agencies with land management responsibilities should utilize mechanisms to derive revenues from recreational users to provide recreational opportunites or allow the private sector to assume this responsibility."

Currently, millions and millions of dollars are already being paid by recreationists to the federal government. In an initial report prepared for Senator James McClure in March of 1981, the Congressional Research Service identified annual recreation-related receipts of $146 million; this study failed to include substantial additional payments by other non-highway recreational activities (snowmobiling, off-road motorcycling and four-wheel drive activity) in federal fuel taxes and sharply increased fees implemented in 1982 for use of federal campgrounds and other sites. All of this income needs to be reflected in policy decisions on user fees and in the federal appropriations process. To do so, many of the existing definitions of and restrictions upon user fees need to be revised.

One key issue which requires Congressional decision is the threshold for programs designed to recover recreational costs. For many recreational activities, the cost of government support is extremely low per visitor day provided. For these programs, most cost-recovery programs would be economically unfeasible. Many of these activities are described as "dispersed recreation." At some point, however, the cost of recreatioan services does become a "special service" warranting a user charge. Defining that point, and the consequent decision to subsidize through general revenue allocation all lesser program costs, seems to be a legitimate Congressional role. One approach would be to assign federal agencies the responsibility for collecting a certain percentage (not more than 100 percent) of program costs from those recreational users receiving service greater than each agencies' average cost per recreation visitor day.

Implementing the User-Pay Alternative

Although user charges are now applied to many recreationists enjoying the public lands and incremental efforts to expand such charges are now in evidence, a clear-cut national policy decision in this area is needed to provide consistency across federal agencies. Such a national policy might embody the following principles.

- Federal recreation program costs need to be assessed accurately and reported to the Congress and the public. Today, no one knows the true costs of operating a federal campground, for example. Only when these costs are known can the costs of specialized services be recovered and alternatives -- including private sector operation and reduced levels of services -- be evaluated.

- Cost recovery strategies must be flexible. For some activities, entrance fees may be most efficient and equitable. For others, a recreation permit -- such as the duck stamp -- may be most effective. In other cases, excise taxes may be the optimal approach. In all cases, the affected interests must be consulted, for voluntary compliance with cost recovery strategy will be essential. Moreover, cost recovery strategies must be designed to reach users of federal lands and waters, not the public at large.
- A new Recreation Trust Fund should be created, designed to meet the maintenance and operating costs of federal recreation sites. All revenues collected in the form of fees, special permits, taxes and more levied against recreational users of the public lands should be placed into this fund. Subsidies of federal recreation upon which charges are not levied would be added to this fund, perhaps on a matching basis and perhaps from a revenue source such as OCS royalties.

Companion Measures

In addition to increased emphasis upon recreational user charges, the federal government can take several steps to assure continued high levels of recreation quality on the federal lands. First, it can expand its reliance upon the private sector as the direct provider on public lands under leases and permits. Current constraints on the length of such agreements and limits on what recreation services may be operated by the private sector -- campgrounds in national parks and forests have traditionally been off-limits -- need to b carefully examined and revised.

Second, increased use of cooperative agreements with states, local units of government and non-profit organizations such as American Youth Hostels, Inc. can reduce the net cost of federal recreation programs. Boating facilities, snowmobile and nordic ski trails, motorcycle parks and other programs which depend upon public lands and waters can be operated by non-federal structures which currently collect fees, licenses or taxes, obviating the need for new federal revenues.

Summary

The most effective way to deal with budgetary duress at the federal, state and local levels is a combination of increased reliance upon recreational user charges, of expanded reliance upon the private sector and of further use of cooperative agreements with other government bodies. To facilitate this transition, a new federal recreation policy is needed, defining allowable user charge strategies and providing for specific levels of general revenue subsidies to federal recreation programs.

Recreation is a healthful force in America's economy and an integral part of our nation's lifestyle. Through their participation in sailing and skiing, mountain climbing and motorcycling, camping and kayaking and dozens of other activites, Americans of all ages, economic backgrounds and physical abilities repeatedly and consistently have demonstrated that recreation is not simply a nicety but a basic necessity.

Unlike other countries where so many recreation outlets are closed to all but the wealthy elite, our nation's public sector has made a conscious effort to respond to this need through the development of a variety of recreation policies and programs.

However, we now find that recreation in America is at a crossroads. Government studies project that recreation demand will outpace population increases through the year 2030. Yet we are now entering a period in which traditional funding sources for public recreation programs are rapidly eroding. How should we deal with these conflicting realities? What changes need to be made in a recreation infrastructure which has become heavily dependent upon our nation's public lands and structures and services upon those lands?

The willingness of this Congress to establish a national outdoor recreation commission to address these and other questions will test the depth of its commitment to recreation in America. Whether the times are good or bad, whether budgets are flush or tight, whether the challenges are tough or easy, the importance of recreation in the lives of Americans remains constant. And so it should be in the recreation policy deliberations of their elected leaders.

On behalf of its members, the American Recreation Coalition strongly endorses S.1090 and urges its prompt enactment.

Senator WALLOP. Thank you, Derrick.

Ms. Janopaul.

STATEMENT OF NINA JANOPAUL, DIRECTOR OF HOSTEL DEVELOPMENT, AMERICAN YOUTH HOSTELS, INC.

Ms. JANOPAUL. Thank you for allowing the American Youth Hostels, Inc., to address your committee on this issue. For the sake of brevity, I am only going to mention two points from my prepared comments, but I would like the whole written statement in the record.

My name is Nina Janopaul, and I am director of development for the American Youth Hostels. We are a not-for-profit organization serving recreational users through hostels and hosteling programs since 1934.

In the 20 years since the last Outdoor Recreation Review Commission, there have been many changes in the recreation field. In our work at AYH, we have seen our programs grow tremendously in popularity. For example, in 1962 we had only five participants in our annual 200 mile bicycle tour of Ohio. Last year, we had to limit participation at 35,000.

Similarly, our membership, hostel occupancy, and foreign visitation rates have increased significantly over the last 20 years. More families, more senior citizens, and a greater variety of users in general are participating in AYH recreation programs.

These dramatic changes in the quantity and type of recreational users indicate the increasing importance of outdoor recreation in America, and the appropriateness of the proposed policy review. Also, AYH has seen many changes in its relationship with the public sector over the 20 years. In 1962, AYH had no hostel overnight facilities on public lands. In 1982, AYH operated 32 hostels on Federal, State, and municipal properties.

These 32 hostels alone served over 70,000 visitors last year. These hostels are landmarks of private and public sector cooperation in the recreation field. They have been popular successes serving thousands of users annually, offering creative rehabilitation of historic Government property, and providing visitor services in areas where park units may not be able to afford regular interpretive services.

Most of these rehabilitations of public building were completed completely with private resources, such as donations, volunteer labor, and AYH program revenues. All of the hostels operate on a completely self-supporting basis.

This type of Government cooperation with the private sector has great potential. With a policy review that documents past successes and breaks down bureaucratic barriers to such innovation, the private sector could serve the public even more.

In sum, AYH feels that the proposed policy review might be quite valuable since one, the pattern of recreation usage has changed significantly over the last 20 years; and two, there remains great unrealized potential for the expansion of the role that the private nonprofit sector plays in outdoor recreation.

Thank you, Mr. Chairman, for giving me and the American Youth Hostels a chance to address your committee.

[The prepared statement of Ms. Janopaul follows:]

AYH

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Statement of the American Youth Hostels, Inc., by Nina Janopaul, Director of Hostel Development, before the Senate Sub-Committee on Public Lands and Reserve Waters of the Committee on Energy and Natural Resources on S.1090, National Outdoor Recreation Resources Review.

September 23, 1983

Mr. Chairman, thank you for the invitation to speak today on the subject of S.1090, the proposed Review of Outdoor Recreation policy.

The American Youth Hostels, Inc. (AYH), is a not-for-profit organization which has been providing valuable educational and recreational experiences for a broad range of users through hostels -- inexpensive, overnight accommodations -- and hosteling programs since 1934. Some of our experiences in the recreation field, especially in the area of public/private sector partnerships, are relevant to the proposed legislation.

Founded 1934. Member of International Youth Hostel Federation. A non-profit association organized as a community service to provide year round opportunities for outdoor recreation and inexpensive educational travel through hosteling.

I. Need for Review

The changes in AYH during the last twenty years may be indicative of general trends in outdoor recreation, and an example of the need for and importance of a policy review.

A. Growth in Membership

AYH membership has increased five-fold since 1962, from 18,000 to 100,000. Occupancy in hostels -- low cost facilities designed for and in service to outdoor recreation -- has increased seven-fold in the same period, from 38,000 to 260,000 overnights. On every special event AYH sponsors, from the "Run For Your Life" in San Diego to the "Five-Boro Bike Ride" in New York City, AYH has seen phenomenal increases in participation year after year. The New York ride began with 150 participants and now has over 17,000. These several examples document the increasing number of citizens participating in outdoor recreation activities.

Outdoor recreation is important and vital activity to different groups of users than we found 20 years ago. Today there are more people of all ages and abilities participating in outdoor recreation. AYH members include: seniors who want to stay healthy; parents who seek activities that bring the family together; and young people who learn the values of team work and good citizenship through outdoor recreation.

B. Economic Implications

Outdoor recreation has positive economic implications. It is an important national activity, even in times of economic troubles: many recreational programs -- like hosteling -- have minimal or no fees. They service a broad range of users, all ages and all economic brackets. A typical weekend at a hostel can cost a family less than going out to dinner. Moreover, recreation can contribute to the nation's recovery. Hostels have historically brought consumers -- both foreign and American -- into a town or neighborhood. Usage of American hostels by foreigners has increased more than one-hundred-fold since 1962. Currently, half of the overnights spent in AYH hostels are by foreigners. They spend an average of $12.00 per day while visiting the US.

As hostel facilities and recreational attractions become more available in the US and become better known around the world, one typically sees more and more foreign visitation.

There are, for example, 3.9 million members of correspondent hostel organizations in sixty countries worldwide. As these members are enticed to visit the US through the provision of more hostel facilities, one could see a ripple economic effect in private industry (e.g. airlines, buses, Amtrak, food retailers) and favorable implications for the balance of trade.

C. Environmental Quality

Hostel users, and outdoor recreation enthusiasts in general, have historically been involved with and sensitive to environmental issues through their contact with the outdoors. Many AYH clubs and hostels actively support or operate various environmental programs, such as recycling centers. In several cases, AYH has been leased a building in state or municipal parklands for the purpose of operating a hostel with the condition that hostel staff and users will help maintain the park. For example, they help to pick up litter, and clear the trails.

II. Policy Issues

There are many areas in the recreation field where AYH has seen the need for more services and/or the potential for innovative, low-cost service options, mainly through partnerships between the public and private sector. The policy review might support such innovation by documenting past successes and endorsing new, low-cost programs.

A. Successful Public/Private Partnerships

AYH currently operates 32 hostels on public lands. These include six in the National Park Service; fifteen in state parks; six on municipal property and several in US Coast Guard converted lighthouses. These hostels are in ten different states: Arizona, California, Massachusetts, New Jersey, New York, Michigan, Ohio, Pennsylvania, Wisconsin, and Washington State.

There has been widespread popular response to these projects, although they are few in number.

B. Popular Response to Public/Private Projects

The conversion of government buildings into hostels has been extremely popular, and a source of positive media coverage for the agencies involved.

To illustrate the benefits of such actions, I would like to describe the conversion of the Pigeon Point Lighthouse on the California coast, which became an AYH hostel in 1981.

Before conversion, Pigeon Point was marred by vandalism and disuse. Due to automation and government cutbacks, the US Coast Guard could no longer maintain staff at the facility. It was a source of concern to the community and an eyesore along the coast.

Through the efforts of the California State Department of Parks and Recreation, AYH and local volunteers, the buildings have been restored to their original beauty.

Also, the hostel provides tours and interpretive material to visitors and hostel users, satisfying the public's need to visit and learn about its historic monuments.

Third, the hostel provides much needed low-cost visitor serving facilities directly along the coast, fulfilling the popular mandate for better coastal access.

C. Public Savings Through Public/Private Partnerships

The Pigeon Point Lighthouse example is useful in several other ways. It demonstrates how outdoor recreation facilities and other public services can be provided at little or no cost to public agencies. First, the hostel at Pigeon Point provides similar services as a park visitor center, AT NO COST TO THE PUBLIC. The hostel is supported solely by donations and overnight fees.

Second, the hostel fulfills the mandates of federal and state legislation for better coastal access for the public. Access is being provided at no operating cost to the public.

There are many other similarly successful examples of this public/private partnership with AYH hostels and other private groups around the country. Also, there are comparable examples in Europe of historic government buildings that have been put to good, popular, recreation-serving use as hostels.

D. Potential For Better Cooperation

The AYH partnership programs are a spectacular success on all fronts. They have led to many more proposed projects in National Parks around the country and proposals in various state park agencies, most recently Missouri and Minnesota.

But there is great potential for even MORE cooperation. There are hundreds of buildings in the public domain which could be revived through hostel development efforts. Many have even been earmarked for hostel use in park management plans, indicating the receptivity to this idea on the part of park administrators.

There remain, unfortunately, some formal and informal barriers to development. Despite past successes, these types of cooperative partnerships are still new. AYH would hope that the proposed commission would look long and hard at removing these barriers and facilitating better outdoor recreation services at low government cost. There needs, specifically, to be improved information gathering within the government to document past innovations and to encourage new projects.

For example, the National Park Service developed an agency-wide policy on hostels in 1978; aggressive implementation of this policy could enhance park use; provide low-cost accommodations for those who cannot or prefer not to camp (e.g. seniors, handicapped, school children); expand the provision of security in low-utilization areas of parks; and provide more interpretitive services; ALL at little or no operating cost!

III. Summary

In summary, AYH has found a dramatic increase in outdoor recreation needs over the last twenty years. AYH finds that outdoor recreation has positive implications for the economy and the environment. Most importantly, AYH has found enormous success in developing hostels with government cooperation, which has enhanced recreation services, protected government property, generated community and volunteer involvement in the parks, and brought public acclaim to park agencies, at little or no cost. Lastly, AYH feels there is great potential for the expansion of such public/private sector partnerships, perhaps with new outdoor recreation policies that encourage government cooperation with the private sector.

I hope my comments have been of use to your Committee in evaluation of the need for a Review of Outdoor Recreation policy.

Thank you for allowing the American Youth Hostels, Inc., an opportunity to speak before your Committee, Mr. Chairman.

Senator **Wallop**. Thank you, very much, Ms. Janopaul.
Mr. Estes.

STATEMENT OF WILLIAM ESTES, GOOD SAM CLUB

Mr. **Estes**. Yes, thank you, sir.

Mr. Chairman, I am Bill Estes, and I am the editor of Trailer Life and Motorhome magazines. Our headquarters are in Agoura, Calif. And I am also a representative of the Good Sam Club, which is a national recreational vehicles owners club of 420,000 members. My colleague, Mr. Van Osdol, here at the table will deal with the club more extensively.

I would like to address the issue of recreation as it affects our leaders. We have about 600,000 regular subscribers. The magazine is passed along to more than 1 million other people, who are devoted to this form of recreation.

As we touched upon previously just briefly here, this is a new form of recreation in comparison to when the original ORRRC was deliberating. It is a phenomenon that has developed since then, and it has not been recognized by any long-term planning. And we think that that is very critical in view of the fact that 7 million of these vehicles are on the highway, approximately 7 million.

So I would like to describe a lifestyle to you as a method of supporting Senate bill 1090. It is the recreation vehicle lifestyle enthusiastically followed by more than 1.5 billion people who see our magazines. The lifestyle of these people, who generally represent responsible, law-abiding, patriotic middle America, may not be evident when you see the typical motorhome, travel trailer, or camper moving along the highway. To a great degree, the lifestyle is the product of emotional involvement with these vehicles and this form of travel.

The RV is a means to an end, a way to pursue many forms of recreation, such as fishing, boating, skiiing, hiking, et cetera. But it also is the end, the recreation. It is an escape vehicle, a pressure outlet, for many people who need temporarily to get away from the difficult task of making a living, possibly in a city environment that may leave much to be desired aesthetically. In itself, the RV can be synonymous with relaxation.

But the RV symbolizes much more. It is the primary form of adventure in many of the lives of our readers. They travel to the spectacular and interesting places in this country that refresh their spirits, to the national parks, the forests, and monuments. These national treasures and the activities offered there often are the focal points in the lives of these people.

Add friendship to the scene, and the combination becomes so strong that many of our readers center their entire social lives around their RV's, around the activities they pursue and the people with whom they pursue them. The most durable memories may come from a family trip to Glacier National Park, or a barbecue in a national forest campground with a group of friends who also travel in RV's.

It is not any wonder that RV enthusiasts are very serious about how and where they are able to use their vehicles on public lands.

I feel confident in saying that the 1.6 million people who see our magazines and belong to our club would support me in suggesting that additional planning devoted to management, improvement, and expansion of recreational opportunities is a high priority, and that S. 1090 is a very important piece of legislation.

Just as a symbol of the involvement of people in recreation, here is Vice President Bush on the cover of our magazine in his recent visit to Glacier National Park where he was involved with recreation vehicles.

Thank you, sir.

[The prepared statement of Mr. Estes follows:]

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STATEMENT BY WILLIAM ESTES, TL ENTERPRISES

Members of the Committee:

I would like to describe a lifestyle to you, as a method of supporting Senate Bill 1090. It's the recreational vehicle lifestyle enthusiastically followed by the more than 1.5 million people who see the magazines published by our company, T.L. Enterprises. Our actual subscribers number about 600,000, and our surveys tell us that these subscribers pass the magazine along to about 1 million other people.

The lifestyle of these people, who generally represent responsible, law-abiding, patriotic middle America, may not be evident when you see the typical motorhome, travel trailer or camper moving along the highway. To a great degree, the lifestyle is the product of emotional involvement.

The RV is a means to an end -- a way to pursue many forms of recreation such as fishing, boating, skiing, hiking. But it also is the end -- the recreation. It's an escape vehicle -- a pressure outlet -- for many people who need to temporarily get away from the difficult task of making a living, possibly in a city environment that may leave much to be desired, aesthetically. In itself, the RV can be synonomous with relaxation.

(OVER)

But the RV symbolizes much more. It is the primary form of adventure in many of the lives of our readers. They travel to the spectacular and interesting places in this country that refresh their spirits -- to the national parks, forests and monuments. These national treasures, and the activities offered there, often are the focal points in the lives of RV owners.

Add friendship to the scene and the combination becomes so strong that many of our readers center their entire social lives around their RVs -- around the activities they pursue and the people with whom they pursue them. The most durable memories may come from a family trip to Glacier National Park, or a barbecue in a National Forest campground with a group of friends who also travel in RVs.

It isn't any wonder that RV enthusiasts are very serious about how and where they are able to use their vehicles on public lands.

I feel confident in saying that the 1.6 million people who see our magazines would support me in suggesting that additional planning devoted to management, improvement and expansion of recreational opportunities is a high priority, and that SB 1090 is a very important piece of legislation.

Cordially,

Bill

Senator **Wallop**. Thank you, Mr. Estes.
Mr. Van Osdol.

STATEMENT OF PERRY VAN OSDOL, SAMBASSADOR, THE GOOD SAM CLUB

Mr. **Osdol**. I am a Sambassador for the Good Sam Club, and my name is Perry Van Osdol. And I am here from Hutchinson, Kans., representing the Good Sam Club. It is an organization of over 420,000 families who own recreation vehicles. The club is owned and sponsored by TL Enterprises, Inc., of Agoura, Calif., the leading publisher in the recreational vehicle field.

TL publishes five consumer and trade magazines, all geared around various aspects of the recreational vehicle industry. So I am speaking on behalf of over 1.4 million readers, the Good Sam members, as well as the 24 million people driving 6 million RV's on the road today.

Who are Good Sam members? We come from all parts of the United States and from all walks of life. Our average age is 59, and in 1981, our median annual income averaged nearly $29,000. Each of us has been driving our RV for an average of 11.5 years, and we spend over 40 days on the road, driving 3,600 miles, per year. Almost half of us are retired. Ninety-three percent of us own our own homes, and a majority of us have or did have before retirement professional white-collar jobs.

A typical RV'er spends an average of 20 days per year in campgrounds, 15 of these are in private parks and 5 in public campgrounds. Nearly all of us fish, and 78 percent of us own boats of some type.

Good Sam members as representative RV'ers come from every area of the country and every walk of life. We are a diversified group, but we have three things in common. We enjoy the adventure of traveling on our own without schedules or deadlines. We have the free time to do it. And after years of hard work, we have gained the affluence to afford this type of travel. Now is our time to enjoy this lifestyle.

Over 25 years ago, when Congress addressed the long-term needs of recreation, RV's as we know them today, and consequently the people who drive RV's did not exist. I am delighted that you are considering addressing the recreational needs of today, and hope that I can give you some information on us, the RV'ers of the 1980's.

We RV'ers are not the people you normally read about or see on the news. We pay our taxes, we vote in elections, and we enjoy life. In short, we are representatives of the diversified folks who make up middle America.

The important thing to keep in mind about the RV'ing lifestyle is that our recreational vehicles open up new lifestyles to us. Our vehicles open up the possibilities to experience other forms of recreation for us.

By having a home on wheels, we can fish, boat, hike, bicycle, snowmobile, ski, and motorcycle. We are the users of our country's recreational opportunities and facilities.

On behalf of the Good Sam Club, I urge you to vote yes on S. 1090. We urge the Government to recognize the recreational vehicle enthusiasts. I might add that in traveling with my recreational vehicle on the road, I am using half as much energy than if I were staying at home in Hutchinson, Kans.

It has become a way of life. We have health reasons. People going south in the winter and north in the summer. A lot more businesses are being operated out of recreational vehicles. And the Good Sam pledge in itself states that we will keep our recreation vehicle in safe condition, drive within the law, and with consideration to others, and watch following traffic on upgrades, and get out of the road.

They also agree to observe and cause to be observed all posted rules and regulations for the betterment of the enjoyment of outdoor recreational facilities, and leave my campsite in a better manner than when I found it.

America is aging. There will soon be more senior citizens than junior citizens. And senior citizens want to RV, and will continue to use their RV's to take every opportunity they have to utilize the recreational opportunities available to them.

As a representative of this country's largest recreational network, and as a concerned and patriotic American, I would like to ask you to pay attention to our needs and our interests.

Thank you, very much, for the opportunity to be here.

Senator **Wallop**. Thank you very much.

Mr. LaPierre.

STATEMENT OF WAYNE LaPIERRE, DIRECTOR, GOVERNMENTAL AFFAIRS, NATIONAL RIFLE ASSOCIATION

Mr. **LaPierre**. Thank you, Mr. Chairman. I am Wayne LaPierre, director of governmental affairs for the National Rifle Association.

I appreciate the opportunity to testify on behalf of the members of the National Rifle Association in support of S. 1090. The NRA is an organization whose hunters are committed to the responsible conservation of wildlife and public lands.

In the United States, hunting is a sport enjoyed by some 20 million Americans. Since 1923, hunters have paid more than $2.1 billion for State hunting licenses and fees. Since 1937, hunters have paid more than $687 million in excise taxes. And since 1934, hunters have paid more than $165 million for duck stamps. Altogether, that is more than $3 billion that sportsmen have contributed to wildlife restoration.

NRA members, hunters, and sportsmen today are acutely concerned about the environment in which they live including the production and utilization of our Nation's natural resources. Recreational opportunties are an important part of all of our lives.

In a very real way, hunters and sportsmen were America's first conservationists. For decades, they have been in the forefront of America's conservation and wildlife management efforts. Despite ever increasing societal and land use pressures, America's sportsmen have fought to protect and enhance wildlife populations through sound management techniques insisting that wildlife management remain under professional rather than political control.

In numerous States today throughout our country, wildlife populations exist solely as a result of the efforts of America's sportsmen. The great chunk of dollars that have gone into wildlife habitat programs in our country have come directly out of the pockets of America's sportsmen. Not Federal dollars or State dollars, but the hard earned dollars of individual American sportsmen working to insure that future generations of Americans will enjoy the same heritage as our forefathers.

But if this proud heritage is to continue in an ever changing society, it is necessary to work to insure that all Americans continue to have access and the opportunity to enjoy our country's resources.

All too often in recent years, one group has attempted to exclude others, so that its recreational preference receives priority. The resources of America exist for all Americans. If the movement to protect America's natural resources is to avoid fragmentation, it must respond in the long run to the compatible uses of our land.

Failure to recognize this fact will only result in erosion of influence among those groups concerned with protecting our Nation's resources. It will turn the conservationist movement and environmentalist into warring factions fighting over which recreational use is to receive priority.

That has been the trend that we have witnessed all too often in recent years. That is a trend that will ultimately segment and fragment the conservation movement in America.

The real issue, Mr. Chairman, is not bird watching, hunting, camping, sightseeing, or boating. The real issue is whether the land, water, and air on which these activities take place will be preserved, and the environment in which we all live will remain healthy.

The real issue in the threat to wildlife is not hunting. But we all know that sound wildlife management techniques including hunting have enhanced rather than diminished wildlife populations. On the other hand, loss of wildlife habitat is something that no one can replace, and is the real threat to America's wildlife populations.

The NRA representing America's sportsmen believes that a National Recreation Commission could offer valuable service to the Nation. The time is long overdue for all of us interested in protecting America's natural resources to recognize that we have a lot more in common than we have differences.

Yet it is only through multiple outdoor recreation utilization of America's resources that the conservationist and environmentalist movement in America will retain its political power to protect our resources.

The establishment of such a Commission offers the opportunity for all segments of America concerned over protection of our natural resources to join together under one umbrella to identify the emerging trends and problems, and to assure the continued availability of quality outdoor recreation.

Mr. Chairman, regarding the makeup of the Commission, our major concern would be that the Commission maintain a balanced composition. All too often in the late 1970's, American sportsmen went through the experience of being frozen out of Presidential advisory commissions which were dealing with matters of vital concern to America's sportsmen.

But we are pleased to be here today in support of the establishment of a National Outdoor Recreation Commission. Thank you.

Senator WALLOP. Thank you, Mr. LaPierre.

Ms. Dennison.

STATEMENT OF MARIA DENNISON, DIRECTOR, WASHINGTON OPERATIONS, SPORTING GOODS MANUFACTURERS ASSOCIATION

Ms. DENNISON. Good afternoon, Senator.

Thank you for providing the SGMA, the Sporting Goods Manufacturers Association, the opportunity to testify before you today in support of S. 1090.

By way of further introduction, the SGMA and its sister organizations represent 3,200 athletic clothing, footwear, and equipment producers and distributors. We speak for $11 billion in manufacturers shipments or $18 billion at retail, which is approximately 80 percent of the U.S. sporting goods industry.

Specifically, we represent the baseball, football, inflatable goods, camping, water ski, archery, nonpowder gun, golf and tennis segments of the outdoor recreation manufacturing industry, to name a few of our constituencies.

As you can see from this listing, the access and availability of outdoor recreation opportunities is essential to the continuing health of our industry. Assuring access and availability of outdoor recreational and water resources is also a basic objective of our trade association, as our ultimate purpose if the promotion and facilitation of amateur sports and physical fitness activities.

We commend the efforts of your committee in drafting legislation that focuses on the need to examine and assess our country's outdoor recreation estate. We meet here to discuss the scope of the proposed legislation. While the legislation is broadly constructed, we would like to focus on some specifics that we would like to see the proposed Commission address.

Relative to this purpose, we believe that the focus on outdoor recreation is very much justified from a historical and practical perspective.

The national recreation policy objectives proscribed by Congress have strictly focused on outdoor recreation resources, related facilities, and activities, as evidence has shown in Public Law 85-470, which gave birth to the original ORRRC, and in the Federal Outdoor Recreation Coordination Act.

As American sporting goods manufacturers, we have an intimate understanding of the needs of the American people when it comes to outdoor recreation. We produce, market, and sell the instruments of action that promote and service outdoor recreation participation.

For our industry to continue to grow, maintain, and create jobs, and contribute to the GNP, it is important that facility availability meet population demand. Our industry is directly tied to the policies and programs of public recreation resource management, whether at the local, State, or Federal level.

Because of recent budgetary restraints faced at all levels of government, sporting goods manufacturers are working with both public and private interests to produce innovative strategies that insure new facility development as well as the updating of existing facilities.

Given the increased demand for facilities which are static or declining, we encourage the development of a comprehensive inventory of public and private land and water outdoor sports and recreation facilities. Also, information on the size and expenditures of these outdoor recreation facilities would also aid in the public policy planning process.

For example, archery manufacturers pay excise taxes on shafts and arrows, the monies of which are deposited into the Pitman-Robertson fund. Apart from providing hunter education and support for State wildlife agencies, these moneys are supposed to be appropriated for the construction of archery ranges.

The lack of facilities is such that one archery manufacturer is presently using his own money and resources to construct the archery range to be used in the Olympic games in Los Angeles in 1984.

We hope that the Commission would undertake an examination of those areas where excise taxes are collected, and the purposes for which the moneys are appropriated. I believe that the Commission would find very few of the moneys in the boating and archery area used as Congress has directed for the building of facilities.

If excise taxes are going to continue to be a major financial instrument for supporting outdoor recreation in various segments, we need an audit of their usefulness to continue manufacturers' support for these programs.

Second, we urge the Commission and its advisory council to set in place a mechanism that would perpetuate public/private sector cooperation in assuring the adequacy of the outdoor recreation resource and facility base. We in the private sector precipitate demand for outdoor recreation products and services for our marketing and promotion programs.

Recreation providers have the unique ability to profile present and future land and water, resource and facility needs as we work our markets and develop them. We would encourage Interior and other Government agencies involved in outdoor recreation acquisition, development, and rehabilitation projects to consult with the private sector on market, promotion, and technical matters, so that management of our outdoor recreation resource base is consistent with the American public's needs especially in those localized urban areas.

Last, we commend to the Commission and its advisory counsel the mechanism established by the President's Council on Physical Fitness and Sports that will help promote sports and fitness on a national scale. A U.S. Federal interagency sports council has been devised to review proposed policies, programs, and legislation that could potentially have a sports and recreation fit.

In summation, we hope that the Commission and its advisory council will address itself to the following questions. One, what are the outdoor recreation resources and facilities presently available both in the public and private sector? Two, what are the policies for the allocation of public funds?

Three, what are the allocation formulas? Four, how do we devise the funding and program policies responsive to America's outdoor recreation needs? Five, what costs are involved in assuring the adequacy of these outdoor recreation resources, facilities, and opportunities? And six, what are the benefits—economic, conservation, environmental, and societal in ensuring the adequacy of our outdoor recreation resources, facilities, and opportunities?

On behalf of the sporting goods manufacturing industry, as indicated in the Durenberger amendments to S. 1090, our members would be happy to assume a participating role in the Presidential commission and advisory council. We are a major element within the recreation and tourism complex, and the resulting $250 billion sports and recreation, tourism and personal expenditures market.

We are important not only to outdoor recreation, but to our Nation's economy. We look forward to continuing discussion of additional changes in public policy to assure outdoor recreation resource efficiency.

We are especially proud of the participation of SGMA's member, Sheldon Coleman, chairman of the Coleman Co., as the spokesman for the recreation industry on the working group assembled by Laurence Rockefeller to review outdoor recreation policies and needs 20 years after the original ORRRC.

We urge the committee's prompt consideration and approval of S. 1090. That concludes our statement, and we would be happy to answer any questions. Thank you.

[The prepared statement of Ms. Dennison follows:]

TESTIMONY OF
MARIA DENNISON, DIRECTOR, WASHINGTON OPERATIONS
SPORTING GOODS MANUFACTURERS ASSOCIATION
IN SUPPORT OF
S.1090
before
THE PUBLIC LANDS COMMITTEE
OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
SEPTEMBER 24, 1983

MR. CHAIRMAN. THANK YOU FOR PROVIDING THE SPORTING GOODS MANUFACTURERS ASSOCIATION (SGMA), THE OPPORTUNITY TO TESTIFY IN SUPPORT OF S. 1090, A BILL TO ESTABLISH A PRESIDENTIAL RECREATION RESOURCES REVIEW COMMISSION. BY WAY OF FURTHER INTRODUCTION, THE SGMA AND ITS SISTER ORGANIZATIONS REPRESENT APPROXIMATELY 3,200 ATHLETIC CLOTHING, FOOTWEAR AND EQUIPMENT PRODUCERS AND DISTRIBUTORS. WE SPEAK FOR $11 BILLION IN MANUFACTURERS SHIPMENTS OR $18 BILLION AT RETAIL, WHICH IS APPROXIMATELY 80 PERCENT OF THE U.S. SPORTING GOODS INDUSTRY. SPECIFICALLY, WE REPRESENT BASEBALL, FOOTBALL, CAMPING, INFLATABLE GOODS, WATERSKI, ARCHERY, NON-POWDER GUN, GOLF, AND TENNIS SEGMENTS OF THE OUTDOOR RECREATION INDUSTRY, TO NAME A FEW OF OUR CONSTITUENCIES. AS YOU CAN SEE FROM THIS LISTING, THE ACCESS AND AVAILABILITY OF OUTDOOR RECREATION OPPORTUNITIES IS ESSENTIAL TO THE CONTINUING HEALTH OF OUR INDUSTRY. ASSURING ACCESS TO AND AVAILABILITY OF OUTDOOR RECREATION LAND AND WATER RESOURCES IS ALSO A BASIC OBJECTIVE OF OUR TRADE ASSOCIATION, AS OUR ULTIMATE PURPOSE IS THE PROMOTION AND FACILITATION OF AMATEUR SPORTS AND PHYSICAL FITNESS ACTIVITIES.

WE COMMEND THE EFFORTS OF YOUR COMMITTEE IN DRAFTING LEGISLATION THAT FOCUSES ATTENTION ON THE NEED TO EXAMINE AND ASSESS OUR COUNTRY'S OUTDOOR RECREATION ESTATE, IN LIGHT OF 20 YEARS OF SOCIETAL, ENVIRONMENTAL AND ECONOMIC CHANGES. WE MEET HERE, TODAY, TO DISCUSS THE SCOPE OF THE PROPOSED LEGISLATION. RELATIVE TO THIS PURPOSE, WE BELIEVE THE FOCUS ON OUTDOOR RECREATION IS VERY MUCH JUSTIFIED FROM A HISTORICAL AND PRACTICAL PERSPECTIVE.

THE NATIONAL RECREATION POLICY OBJECTIVES PRESCRIBED BY CONGRESS HAVE STRICTLY FOCUSED ON OUTDOOR RECREATION RESOURCES, RELATED FACILITIES AND ACTIVITIES. PUBLIC LAW 85-470, WHICH GAVE BIRTH TO THE 1958 OUTDOOR RECREATION RESOURCES REVIEW COMMISSION, AND THE FEDERAL OUTDOOR RECREATION COORDINATION ACT, WHICH DIRECTED THE DEVELOPMENT OF A NATIONWIDE OUTDOOR RECREATION LEGISLATIVE AND PLANNING AGNEDA, DOCUMENTS THE HISTORICAL, CONGRESSIONAL EMPHASIS PLACED ON OUTDOOR RECREATION. PRACTICALLY, AN 18 MONTH COMMISSION WITH LIMITED FUNDING, DOES NOT HAVE THE TIME TO EFFECTIVELY MANAGE AN ASSESSMENT OF THE SUPPLY AND DEMAND NEEDS OF INDOOR RECREATION AND LEISURE TIME ACTIVITIES.

AS AMERICAN SPORTING GOODS MANUFACTURERS, WE HAVE AN INTIMATE UNDERSTANDING OF THE NEEDS OF AMERICAN PEOPLE WHEN IT COMES TO OUTDOOR RECREATION. WE PRODUCE, MARKET AND SELL THE INSTRUMENTS OF ACTION THAT PROMOTE AND SERVICE OUTDOOR RECREATION PARTICIPATION. FOR OUR INDUSTRY TO CONTINUE TO GROW, MAINTAIN AND CREATE JOBS AND CONTRIBUTE TO THE GNP, IT IS IMPORTANT THAT FACILITY AVAILABILITY MEET POPULATION DEMAND. OUR INDUSTRY IS DIRECTLY TIED TO THE POLICIES AND PROGRAMS OF PUBLIC RECREATION RESOURCE MANAGEMENT, WHETHER AT THE LOCAL, STATE OR FEDERAL LEVEL. BECAUSE OF RECENT BUDGETARY CONSTRAINTS FACED AT ALL LEVELS OF GOVERNMENT, SPORTING GOODS MANUFACTURERS ARE WORKING WITH BOTH PUBLIC AND PRIVATE

SECTOR INTERESTS TO PRODUCE INNOVATIVE STRATEGIES THAT INSURE NEW FACILITY DEVELOPMENT AS WELL AS THE UPDATING OF EXISTING FACILITIES.

GIVEN THE INCREASED DEMAND FOR FACILITIES WHICH ARE STATIC OR DECLINING, WE ENCOURAGE THE DEVELOPMENT OF A COMPREHENSIVE INVENTORY OF PUBLIC/PRIVATE LAND AND WATER OUTDOOR SPORTS AND RECREATION FACILITIES. SUCH AN INVENTORY WOULD ENABLE RESOURCE MANAGERS, PLANNERS, MANUFACTURERS AND ORGANIZATIONS PROVIDING SERVICES AND OUTDOOR RECREATION OPPORTUNITIES THE CAPABILITY TO DETERMINE THE AMOUNT, QUALITY AND LOCATION OF SITES FOR OUTDOOR SPORTS AND RECREATION USE.. IN ADDITION, IT WOULD PROVIDE A DATABASE FOR MEASURING DEMAND AGAINST SUPPLY, AND ALLOW FUTURE FACILITY NEEDS TO BE FORECASTED AND PLANNED. INFORMATION ON THE SIZE AND EXPENDITURES OF THE OUTDOOR RECREATION FACILITY BASE WOULD ALSO AID IN THE PUBLIC POLICY PLANNING PROCESS. FOR EXAMPLE, ARCHERY MANUFACTURERS PAY EXCISE TAXES ON SHAFTS AND ARROWS, THE MONIES OF WHICH ARE DEPOSITED INTO THE PITMAN-ROBERTSON FUND. APART FROM PROVIDING HUNTER EDUCATION AND SUPPORT FOR STATE WILDLIFE AGENCIES, THESE MONIES ARE SUPPOSED TO BE APPROPRIATED FOR THE CONSTRUCTION OF ARCHERY RANGES. TO DATE, WE KNOW OF ONLY ONE RANGE THAT HAS BEEN BUILT SINCE ENACTMENT OF THE EXCISE TAX LEGISLATION. WE HOPE THE COMMISSION WOULD UNDERTAKE AN EXAMINATION OF THOSE AREAS WHERE EXCISE TAXES ARE COLLECTED AND THE PURPOSES FOR WHICH THE MONIES ARE APPROPRIATED. I BELIEVE THE COMMISSION WOULD FIND VERY FEW OF THE MONIES IN THE BOATING AND ARCHERY AREA USED AS CONGRESS HAS DIRECTED FOR THE BUILDING OF FACILITIES. IF EXCISE TAXES ARE GOING TO CONTINUE TO BE A MAJOR FINANCIAL INSTRUMENT FOR SUPPORTING OUTDOOR RECREATION, WE NEED AN AUDIT OF THEIR USEFULNESS TO CONTINUE MANUFACTURERS' SUPPORT FOR THESE PROGRAMS.

THE LACK OF FACILITIES FOR THE ARCHERY INDUSTRY IS SUCH THAT ONE MANUFACTURER IS CONSTRUCTING AN ARCHERY RANGE FOR THE OLYMPIC GAMES, USING HIS OWN MONEY AND RESOURCES BECAUSE OF THE GOVERNMENT'S FAILURE TO CARRY OUT ITS CHARGE.

SECONDLY, WE URGE THE COMMISSION AND ITS ADVISORY COUNCIL TO SET INTO PLACE A MECHANISM THAT WOULD PERPETUATE PRIVATE/PUBLIC SECTOR COOPERATION IN ASSURING THE ADEQUACY OF THE OUTDOOR RECREATION RESOURCE AND FACILITY BASE. WE IN THE PRIVATE SECTOR PRECIPITATE DEMAND FOR OUTDOOR RECREATION PRODUCTS AND SERVICES, THROUGH OUR MARKETING AND PROMOTION PROGRAMS. RECREATION PROVIDORS HAVE THE UNIQUE ABILITY TO PROFILE PRESENT AND FUTURE LAND AND WATER RESORUCE AND FACILITY NEEDS AS WE WORK MARKETS AND DEVELOP THEM. WE WOULD ENCOURAGE INTERIOR AND OTHER GOVERNMENT AGENCIES INVOLVED IN OUTDOOR RECREATION ACQUISITION, DEVELOPMENT AND REHABILITATION PROJECTS TO CONSULT WITH THE PRIVATE SECTOR ON MARKET, PROMOTION AND TECHNICAL MATTERS, SO THAT MANAGEMENT OF OUR OUTDOOR RECREATION RESOURCE BASE IS CONSISTENT WITH THE AMERICAN PUBLIC'S NEEDS.

LASTLY, WE COMMEND TO THE COMMISSION AND ITS ADVISORY COUNCIL THE MECHANISM ESTABLISHED BY THE PRESIDENT'S COUNCIL ON PHYSICAL FITNESS AND SPORTS THAT WILL HELP PROMOTE SPORTS AND FITNESS ON A NATIONAL SCALE. A U.S FEDERAL INTER-AGENCY SPORTS COUNCIL HAS BEEN DEVISED TO REVIEW PROPOSED POLICIES, PROGRAMS AND LEGISLATION THAT COULD POTENTIALLY HAVE A SPORTS AND RECREATION FIT.

WHILE WE ARE HERE TODAY SPEAKING FOR THE NEEDS OF THE U.S. SPORTING GOODS INDUSTRY, WE URGE THAT THE COMMISSION NOT HAVE A PROTECTIONIST MENTALITY. THE ULTIMATE CHARGE OF THE COMMISSION, WE BELIEVE, SHOULD BE REPORTING WHAT NEEDS TO BE DONE TO MAKE OUTDOOR RECREATION RESOURCE PLANNING WORK.

PLACEMENT OF BLAME OVER WHAT HAS OR HAS NOT BEEN DONE IN THE PAST SHOULD NOT OVERSHADOW THE NEED FOR THE WORK THAT HAS TO BE DONE IN THE FUTURE, TO ASSURE THE AVAILABILITY AND ACCESSIBILITY OF ADEQUATE OUTDOOR RECREATION OPPORTUNITIES. DECISIONS CANNOT BE MADE IN A HAPHAZARD MANNER ABOUT OUTDOOR RECREATION NEEDS FOR THE NEXT 20 YEARS. WE NEED GOOD, RELIABLE DATA TO PLAN EFFECTIVELY AND EFFICIENTLY.

IN SUMMATION, WE FEEL THE COMMISSION AND ITS ADVISORY COUNCIL SHOULD ADDRESS ITSELF TO THE FOLLOWING QUESTIONS:

-- WHAT ARE THE OUTDOOR RECREATION RESOURCES AND FACILITIES PRESENTLY AVAILABLE?

-- WHAT ARE THE POLICIES FOR THE ALLOCATION OF PUBLIC FUNDS?

-- WHAT ARE THE ALLOCATION FORMULAS?

-- HOW DO WE DEVISE THE FUNDING AND PROGRAM POLICIES RESPONSIVE TO AMERICA'S OUTDOOR RECREATION NEEDS?

-- WHAT COSTS ARE INVOLVED IN ASSURING THE ADEQUACY OF OUTDOOR RECREATION RESOURCES, FACILITIES AND OPPORTUNITIES?

-- WHAT ARE THE BENEFITS--ECONOMIC, CONSERVATION, ENVIRONMENTAL, AND SOCIETAL IN INSURING THE ADEQUACY OF OUR OUTDOOR RECREATION RESOURCES, FACILITIES AND OPPORTUNITIES?

ON BEHALF OF THE SPORTING GOODS MANUFACTURING INDUSTRY, AS INDICATED IN THE DURENBERGER AMENDMENTS TO S. 1090, OUR MEMBERS WOULD BE HAPPY TO ASSUME A PARTICIPATING ROLE IN THE PRESIDENTIAL COMMISSION AND ADVISORY COUNCIL. WE ARE A MAJOR ELEMENT WITHIN THE RECREATION/TOURISM COMPLEX AND THE RESULTING $250 BILLION SPORTS AND RECREATION, TOURISM AND PERSONAL EXPENDITURES MARKET. WE ARE IMPORTANT NOT ONLY TO OUTDOOR RECREATION, BUT TO THE NATION'S ECONOMY. WE LOOK FORWARD TO CONTINUING DISCUSSION OF ADDITIONAL CHANGES IN PUBLIC POLICY TO ASSURE OUTDOOR RECREATION RESOURCE EFFICIENCY. WE ARE ESPECIALLY PROUD OF THE PARTICIPATION OF SGMA'S MEMBER, SHELDON COLEMAN, CHAIRMAN OF THE COLEMAN COMPANY, AS THE SPOKESMAN FOR THE RECREATION INDUSTRY ON THE WORKING GROUP ASSEMBLED BY LAURENCE ROCKEFELLER TO REVIEW OUTDOOR RECREATION POLICIES AND NEEDS. WE URGE THE COMMITTEE TO GIVE S. 1090 ITS PROMPT CONSIDERATION.

THANK YOU, MR. CHAIRMAN. I WOULD BE PLEASED TO RESPOND TO ANY QUESTIONS.

Senator **Wallop**. Thank you, Ms. Dennison. And many thanks to the panel. It would be nice to get a representative from each group on the Commission, but I do not know where we would house it. But clearly, whether or not someone is on there directly, the access will be there.

And I understand and hear what you say, especially about the sportsmen interest in that, because it has been pretty shortshifted. But that is going to be beyond my reach when the thing takes place. I am sure that your testimony is useful in terms of seeking the access and the influence over the policy decisions that the Commission makes.

Thank you all, very much. I appreciate it.

The last panel is Mr. William Lienesch, National Parks and Conservation Association; Mr. Carl Holman, president of the National Urban Coalition; and Mr. Thomas S. Deans, executive director of the Appalachian Mountain Club.

Mr. Lienesch, please.

STATEMENT OF WILLIAM C. LIENESCH, ASSISTANT DIRECTOR, FEDERAL ACTIVITIES, NATIONAL PARKS & CONSERVATION ASSOCIATION, AND ON BEHALF OF THE NATIONAL AUDUBON SOCIETY

Mr. **Lienesch**. Thank you, Mr. Chairman.

My name is Bill Lienesch, and I work with the National Parks & Conservation Association. I am also today representing the National Audubon Society with my testimony. And I know that the Wilderness Society has submitted testimony endorsing S. 1090, and I believe other environmental groups also will be doing that.

We want to let you know first and foremost of our great appreciation for your work and that of the staff on this, and our strong support for the legislation.

Looking back historically, I think that if we look at the record of the original Commission and what it proposed, and what has happened in those 20 years, we see a great deal of success. Just looking at the park system, we have seen great improvements in the seashores, the lakeshores, across the Nation in the rivers and trails programs, in our wilderness system. And the work that was done with the original Commission that gradually grew into the land and water conservation fund. And I could go on at length.

But what I am trying to point out is that that original Commission came up with what was then very innovative ideas, and those ideas have worked. But as many people today in testimony have said, there have been changes and major changes. And therefore we need again to go back and try to come up with some more innovative ideas.

We would hope that the Commission first would look at the record of the programs established by the original ORRRC, and see where they stand, and what improvements might be made in those programs, but then go on to some new ideas. One, I know, you are particularly interested in, and that is tax policy. What changes are necessary in tax provisions in this country in order to, for example, to increase donations of land or easements either to nonprofit organizations or directly to the Park Service, or Forest Service, or other agencies.

We also believe that there are possibilities of new approaches such as those embodied in the Pinelands, where we have what is commonly called a green line park, where you have the State, local, Federal sectors all working together along with a continuation of the existing economic base, which up there is very heavily tourism and agriculture.

We would hope that the Commission would look into that issue to find new areas where that approach might be used, because it is less costly than some of the traditional approaches.

Also, we hope that it might look into the issue of a trust fund, as the land and water conservation fund is not strictly speaking a trust fund. And possibly a real trust fund that might have broadened activity beyond the land and water conservation fund's current activities might be a way of financing future growth in recreation issues. And there are other issues like this mentioned in my testimony.

With regard to the scope of the Commission or the issues that they would look at, we would hope as many of the previous people have testified that full consideration could be given to all levels of government, the private sector and nonprofit sector. And many of the urban issues, of course, are pressing, and have been for many years.

In the testimony, we do mention two possible changes that you might want to consider. One is whether or not 18 months is long enough for the Commission to do its job, and whether or not $1.5 million is sufficient in order to carry out the work of the Commission.

We feel that a slightly longer time frame and possibly a slightly larger appropriation might be in order given the amount of work that needs to be done because of the major changes that have occurred since the original ORRRC.

Also, we note, as many speakers have today, of the need to get wide representation on the Commission, and believe that the changes that the Governmental Affairs Committee have put into the legislation are promising in that regard.

Finally, Mr. Chairman, again, we would just like to let you know of our very strong endorsement of this legislation, and hope to see it enacted in the very near future.

[The prepared statement of Mr. Lienesch follows:]

NPCA

STATEMENT OF WILLIAM C. LIENESCH
ASSISTANT DIRECTOR OF FEDERAL ACTIVITIES
NATIONAL PARKS & CONSERVATION ASSOCIATION
before the
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
U.S. SENATE
on
S.1090 TO ESTABLISH A NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION
September 23, 1983

Mr. Chairman and other distinguished members of the Subcommittee, I am William C. Lienesch, representing the National Parks & Conservation Association. On behalf of our organization and the National Audubon Society, I am pleased to have the opportunity to speak before the Subcommittee today on S.1090, a bill to establish a National Outdoor Recreation Resources Review Commission (ORRRC).

Mr. Chairman, the work of the original ORRRC from 1958-1962, has until now not received sufficient widespread public recognition for the remarkable contribution which its report made to our present-day outdoor recreation opportunities throughout the nation. First, the February 1983 Twenty Year Assessment report prepared by the Outdoor Recreation Policy Review Group, and now the pending legislation have served to remind us of the significant and lasting achievement of this first commission. Looking only at one small aspect of outdoor recreation within one Federal agency, the National Park Service, is illustrative of this achievement. The Commission recommended acquisition, protection and availability for public recreation of additional seashore and lakeshore beaches. Direct response from Congress over the ensuing years has been

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the establishment of national seashores at Padre Island, Cape Cod, Gulf Islands, Fire Island, Assateague Island, Point Reyes, and Cumberland Island as well as national lakeshores at Sleeping Bear Dunes, Pictured Rocks, and Apostle Islands, to name only a portion of the response to this recommendation of the Commission. Others have properly called attention to such notable legislation as the National Wilderness Preservation System Act, the Alaska Lands Act, the National Trails Act, the National Wild and Scenic Rivers Act, and the Land and Water Conservation Fund Act (LWCF). No other single document has had such a resounding impact in the field of recreation as the report of the first Commission.

From the perspective of NPCA there is no question about the need for and timeliness of the pending legislation, S.1090. Twenty years after the report of the first commission, the outdoor recreation needs of our nation have profoundly changed. At the same time, the areas with high potential for providing recreation opportunities and the personnel and financial resources with which to provide such recreation are diminishing rapidly. Innovative solutions are needed, the best way, in our judgement, to assess the various alternatives available is by the establishment of a new outdoor recreation resources review commission.

The United States of America has, for decades, served as a model to the world not only in natural resources management and protection but in providing opportunities for outdoor recreation for our citizenry. For several years, our leadership in this area has been faltering and our place of esteem in the world's eye is in jeopardy. A new outdoor recreation resources review commission can serve as the best catalyst to restore this position.

There is a large number of areas of public policy review regarding outdoor recreation which is on the cutting edge of policies in this field which should be reviewed by the commission. I would like to briefly ennumerate several of these in order to illustrate the need for a new commission as well as to suggest ideas to this Committee which could possibly be referred to in the Committee's report on this bill as items to be included within the scope of work for the commission.

First and foremost among these projects is the need for a comprehensive evaluation of the status and recommendations for actions regarding the completion of existing commitments to the program established as a result of the first ORRRC. This project would include full-scale review of the Federal Conservation System land and recreation programs including the National Park System, the Wilderness System, National Wildlife Refuges, National Forests, Bureau of Land Management National Resource Lands, Army Corps of Engineers Recreation/Mitigation Lands, and others. Similarly, the commission should review and evaluate such programs as the Historic Preservation Grants Program, the Urban Park and Recreation Recovery Act program and of course the Technical Assistance and Grants Programs provided by the state side of the LWCF. Included within the scope of this major program would be an evaluation of the need to add new areas to existing conservation systems. Two areas in particular which come to mind meriting the commission's scrutiny are the need for consistency among Federal agencies with regard to protection of adjacent resources of one agency from the action of another; and an evaluation of the multiple use/sustained yeild policies of the U.S. Forest Service and the Bureau of Land Management with regard to the degree to which they are making adequate provision for recreation opportunities among the spectrum of uses permitted on lands managed by these agencies.

Once the new commission has an accurate assessment in hand of the status of existing Federal recreation and conservation land programs it should immediately turn its attention to assessing the agenda for the future. Among the policy areas meriting close scrutiny by the commission are the following. Use of Federal tax policy to provide incentives to private landowners for conservation of resources and for provision of public access is an area which merits full discussion by the commission.

We believe the issue of tax policy may be one of the two or three most significant new directions for enhancing recreation opportunities for the future. Although we anticipate that Congress will continue in certain selected instances to rely on the traditional approaches to Federal land classifications and management for conservation and recreation and on land acquisition for the same purpose, we also believe another area of great potential for the future is that of the so-called "greenline parks" which rely on cooperation between local, state and Federal governments and which blend private land ownership and public land use together within an area of diverse resource opportunities. The Adirondack State Park in New York and the Pinelands National Reserve in New Jersey are two leading U.S. examples of this concept, while the National Park Service's recent proposal for a Thousand Island Greenway Plan in New York State is a more recent example. Many of the national park systems in Europe provide the inspiration and direction for this concept.

In this regard, earlier this year I attended a conference in West Germany which NPCA cosponsored along with several of our European counterparts to bring North American and European park professionals, both public and private, together to discuss innovative solutions to park protection needs. NPCA will soon publish a book on the subject of greenline parks which we believe will offer a number of suggestions with appropriate background on the utilization of this approach in the United States.

Another issue for close scrutiny by the commission is that of continued funding for many conservation and recreation programs already in place and those which will evolve in the future. Not only must acquisition of lands within authorized boundaries of units of the national park system be completed as contemplated by Congress, but a broad spectrum of other funding needs already identified must be addressed as well. One way to fund several conservation programs which has a growing body of support would be the establishment of a trust fund which could be accomplished by converting the LWCF. For example, a trust fund of $10 billion which returned ten percent would provide $1 billion annually in income for carrying out these conservation/recreation programs. Unlike the paper "backlog" of funds in the current LWCF, a trust fund's monies would be available until expended.

In general, the commission should not be bound by the often shortsigntedness of "conventional wisdom" regarding either the role or structure of the Federal government in the area of public recreation opportunity land and resource conservation programs. For example, one significant agency realignment strategy which we believe merits close scrutiny would be the National Park Service as an independent agency. With both the increasingly broad and complex mission of the Service and its inherently divergent goals from those of the remainder of the Department of the Interior, we believe the time has come to consider separate agency status for the Service, perhaps organized along the lines of the Smithsonian Institution.

Another area where there has been a great deal of recent rhetoric but little hard assessment is that of the economic value of tourism and tourism policy evolving from Federal recreation programs such as that which occurs in and around units of the national park system. In many parts of the nation, tourism is the only growth industry, and in many other locales serves as the critical base to a diverse economy. The commission, perhaps through experts appointed to the advisory council should complete a comprehensive evaluation and a set of recommendations focused on the increasing importance of tourism as a form of outdoor recreation.

A management policy concern which has taken on increasing significance paralleling the continued popularity of the national park system units as evidenced by the increasing visitation is that of carrying capacity. Since 1958 National Park Service visitation has increased from 65 million to an estimated 350 million in 1983. A large percent of this visitation occurs in the three summer months and many of the parks find their resources increasingly strained by this concentrated visitation. The first ORRRC recommended that Federal agencies specifically address the needs for assessing carrying capacity and in 1978 Congress enacted an amendment to the Park Service's General Authorities Act requiring the determination and implementation of carrying capacity in the parks' general management plans. However, during the ensuing five years very little has actually been accomplished on the ground in implementing this requirement. With this in mind NPCA undertook to contract with a team of eminent scientists to prepare a methodology for determining and implementing carrying capacity in units of the national park system. Working with the scientific team is a panel of advisors including National Park Service professionals who have a wide range of experience within the field of recreation and resources planning and management. This panel of scientists and managers has already compiled a set of principles to be used by park managers and planners when assessing carrying capacity questions in units of the national park system. After a year of field testing, we expect to present the Park Service with a procedure for determining carrying capacity which relies on a sequential series of management questions arranged in a decision tree keyed to the principles which have been systhesized from existing information. We would hope to be able to present material of this sort to the commission or its advisory council with the hope of having at least some elements of it adopted and applied appropriately to other Federal land managing agencies. This effort should not be construed as an attempt to prevent visitors from using park resources or any other public lands, but simply as a means by which Federal land managers and particularly those in the National Park Service, can make the best possible informed decisions regarding protection and use of their resources.

As I have eluded throughout my testimony I wish to emphasize that NPCA strongly supports the recommendations of the Policy Review Group that the new commission maintain a focus of emphasis on outdoor recreation policy. We believe it to be beyond the scope, and perhaps the responsibility of the Federal commission to assess the much broader array of recreation opportunities and needs in the U.S. It doesn't take a Federal commission to understand that watching television is the nation's number one recreational passtime. I would note, however, that we do believe it appropriate for a new commission to spend significant time assessing the status and needs for urban and state level parks which we believe are essential to the preservation of our national recreation opportunity and to our open space heritage. Within this context, the need to broaden the opportunities, for minorities and economically disadvantaged citizens for outdoor recreation should be assessed by the commission. Expansion of the role of the National Park Service in operating nationally significant urban landscapes in the last ten years has been a major improvement in this opportunity. However, recent trends would indicate that any future expansion of this role is doubtful, thus we believe it appropriate for the new commission to evaluate this important situation.

As to the commission itself which would be authorized by the pending legislation, it is critical that the commission's mandate be clearly stated to be for the purpose of establishing public policy regarding national outdoor recreation opportunities. The scope of the commission's responsibilities were thoroughly debated by the policy review group. We agree heartily with their conclusions and think their assessment of this scoping matter sufficient.

As to leadership which is a critical element in the success of any commission and especially one with such a publicly visible mandate, we believe the commission must be chaired by someone of national stature with proven commitment to the public values of outdoor recreation needs for present and future generations. This individual must be someone of the caliber of Laurence Rockefeller who so successfully chaired the first commission.

Of paramount importance to the success of the commission is that its credibility and integrity be maintained on the highest possible level. Structure and composition of the commission must be carefully provided for by the enabling legislation to prevent its politicization. One of the hallmarks of our national heritage is that conservation and outdoor recreation policy has enjoyed bipartisan support throughout the history of these important programs. In order to ensure receptivity of the commission's recommendations by the public the process which it utilizes should be one which ensures constant citizen input through public hearings, surveys, polls and other public involvement techniques. We do not believe that the 18 month duration and the $1.5 million funding for the commission as proposed in S.1090 is sufficient.

We would recommend that the term of the commission be extended to 36 months and $4 million be provided in the authorization for its program needs.

In order to ensure the broadest possible representation on the commission with assurances of high quality, nonpartisan representation, we believe that the changes adopted by the Governmental Affairs Committee are very promising. It is essential to have a wide range of citizen representation on the commission.

In conclusion Mr. Chairman, let me once again reiterate my association's strong support and that of the National Audubon Society for enactment of S.1090 with appropriate, modest revisions as suggested above. We believe there should be no question as to the need for the reestablishment of this commission and look forward to working with the committee and others to secure its enactment. Thank you for the opportunity to speak before the Subcommittee today and I would be happy to answer any questions.

Senator WALLOP. Thank you, Mr. Lienesch.
Mr. Holman.

STATEMENT OF M. CARL HOLMAN, PRESIDENT, NATIONAL URBAN COALITION, AND COCHAIR, NATIONAL COMMITTEE FOR URBAN RECREATION

Mr. HOLMAN. Thank you, Mr. Chairman.

I am M. Carl Holman, president of the National Urban Coalition, and I speak today both for the Coalition and the National Committee for Urban Recreation, which I cochair.

We are here to support the establishment of the National Outdoor Resources Review Commission and S. 1090. As I am certain you well understand, Mr. Chairman, ours is not a neat homogenized society made up on one region, one class, one racial, ethnic, or religious group.

You will not be surprised therefore that we hope that the projected Commission will take into account the fact that all too often access to recreational opportunities in this country have tended to be sharply skewed in the direction of those already blessed with a certain amount of affluence and mobility.

It is therefore important that the Commission addresses that need to be sure that this Nation will not continue to have a recreational underclass. Many are rightly concerned these days about crime, delinquency, drug abuse, and violence, which all too prevalently apply to the growing up of many of our young people.

But it is not as much a part of their experience to have access to the outdoors, access to recreational facilities of quality within their own communities. We hope that the Commission will look at the devastating impact of Federal, State, and local budget cuts, the recession, and revenue caps on already inadequate and deteriorating inner-city recreational facilities.

I just left a city in which there is an enormous housing project, and one meager playground. And a woman said with rather bitter irony that if her son waited his turn to get his turn on the swing, he might be a full grown man by that time.

We know that many of these people cannot afford the user fees that financially strapped communities have been asking in order to give people access to recreation outdoors.

In Paterson, N.J., it would have been bad this summer to be a youngster whether black, Hispanic, or white. Here is the third largest city in New Jersey with a population of 154,000 people. Throughout the punishing hot summer we just witnessed, there was in Paterson only one public swimming pool which did not open until near the end of the season, only one public park, and no community center at all, which provided the kinds of activities that luckier generations enjoyed years ago.

I must say that against such a backdrop, we feel that it is a mockery of our claim to be a sensitive and caring society, that the urban park and recreation recovery program authorized that a modest $150 million per year now appears headed for a shamefully low appropriation of no more than $10 million for fiscal year 1984.

It is our hope that the creation of this Commission will make it possible for us to see not only how we can take the greatest possible advantage of America's great outdoors for both its sportsmen and its ordinary families, but also to see what can be done to provide the badly needed outdoor recreation for the young people, the elderly, and the families of our central cities.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Holman follows:]

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TESTIMONY OF

M. CARL HOLMAN

President

National Urban Coalition

and

Co-Chair

National Committee for Urban Recreation

Before the

SENATE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER

on S 1090

THE NATIONAL OUTDOOR RESOURCES REVIEW COMMISSION

Chairman: Norman E. Auerbach / *President:* M. Carl Holman
Co-Chairpersons: Aileen Hernandez, Sol M. Linowitz, James M. Roche
Vice-Chairpersons: Dorothy I. Height, Jesse Hill, Jr
Secretary: Eleanor Holmes Norton / *Treasurer:* Glenn E. Watts

Mr. Chairman, I am M. Carl Holman, President of the National Urban Coalition. I speak today for both the Coalition and the National Committee for Urban Recreation, which I co-chair.

The Coalition was founded in 1967 in the midst of the urban unrest that marked so many of our cities. Our mission for the past 16 years has been to provide a forum and bridge between the diverse groups-- elected officials, the private sector, minority and community representatives, academics and labor-- who are ultimately responsible for the quality of life in our nation's urban centers. Today, we represent 42 affiliates in 38 major cities in all regions of the country.

The Committee for Urban Recreation, formed in 1978, joins leaders of urban, minority, conservation and recreation interests in pursuit of improved urban park and recreation opportunities-- especially for recreation-deprived people in crowded inner cities.

We support your efforts on behalf of S 1090. We believe that such a commission would cast new light on the recreation needs of many Americans, provided that the assessment comprehends major human, social and physical effects of recreation policies and practices. Some modest changes in the legislation would assure such comprehensive consideration.

Mr. Chairman, back in 1968 the National Commission on Civil Disorders, known as the Kerner Commission, studied the causes of the tragic riots that had just shaken American cities and the entire nation. The Commission sampled citizen opinion in the riot areas and reported that:

> Grievances concerning municipal recreation programs were found in a large majority of the 20 cities and appeared to be one of the most serious complaints in almost half. Inadequate recreational facilities in the ghetto and the lack of organized programs were common complaints.

When one considers all of the recreational needs of the entire American population, ranging from recreation that adds fulfillment to the lives of the affluent to recreation that may make life marginally bearable for those locked in poverty, **it seems to us that any study of national needs in this connection has serious obligations to the recreationally disadvantaged. And not just because this is right and fair, but because the provision of decent recreation opportunities for all is vital to the social fabric upon which every one of us depends.**

The riots of the 1960s and the Kerner Commission warned us about that, in terms that should have been indelible. But they were not. After a short period of interest in urban recreation, inner city recreational facilities have again generally declined, as financially strapped cities have slashed park and recreation budgets. The most salient federal initiative, the Urban Park and

Recreation Recovery program, authorized at a modest $150 million per year, several years ago, appears on the way to an almost shameful appropriation of $10 million at best for FY 1984.

One other factor in this recent decline has been the elimination of the CETA Title II-D and VI programs. Youth employed in these programs were often utilized, especially in urban inner-city neighborhoods, to perform vital playground supervising duties and maintenance of urban recreational facilities. In addition, we have found that as cities have faced increasing local fiscal crises, one of the major areas of budget cutbacks has been the Parks and Recreation Departments. When combined with the sharp reductions in federal funding, the results have been devastating.

As one Detroit official told us, **"The Department of the Interior has reduced funds to almost nothing for both these programs [the Land and Water Conservation Fund and the Urban Parks and Recreation Program]. With these programs no longer being funded, it is difficult to develop, maintain and service recreational centers in Detroit."** In Houston, the Parks and Recreation budget has been cut by $7 million or 25 percent, which has necessitated staff layoffs, early closing times, and reduced maintenance. In addition, one Houston official informed us that, **"Reductions in funds may also force us to charge a fee for programs that were previously free." These types of user charges and increased fees**

ultimately have a disproportionately negative impact on low-income persons. These are but two examples of the urban recreational crises present in almost every major American city. A few states and cities have tried to rise to meet today's needs, but the stark fact is that the recreation estate of this nation remains overwhelmingly the playground of mobile people notably above the poverty level. Any program to equalize for immobile Americans the value of public land, resources and facilities provided and maintained for **their** recreational benefit would surely exceed our public's means. We do not ask for that, but we do think the nation must become more equitable in this regard, to the benefit of all Americans.

Mr. Chairman, I want to commend you and Senator Durenberger for specific provisions of the bill before you today. S 1090, as you initiated it, explicitly creates a commission to "**assure accessibility by all American people**" to such "recreation resources and opportunities as will be necessary and desirable for individual enjoyment, health and welfare." We join you in that aim for "**all American people,**" and if the letter and spirit of those words are observed we can have no complaint about the commission's work.

Likewise, your provision for advisory council members representing "organizations concerned with public health and welfare" is most welcome. We do ask that either a further amendment or the Committee's report on this legislation make it clear that membership of the commission itself is to include such "public health and welfare" representation and competence.

Senator Durenberger and his colleagues in the Governmental Affairs Committee have added several important features to this bill. We particularly appreciate the inclusion of the findings of the excellent National Urban Recreation Study of 1978 among matters the commission is instructed to consider. Reading of this study would contribute greatly to understanding of the urban recreational needs today.

Another charge that we ask you to give this commission is to examine the degree to which, and the means by which, all persons concerned with recreation policy and practice are allowed and encouraged to participate in local, regional, state and national decision-making in this field. The conclusions of this important commission will gain enduring application only if they are supported and enriched by the continuing participation of those affected. The commission should recommend improved public participation procedures wherever deficiencies are found.

Mr. Chairman, we thank you for this opportunity to testify. Our staff is prepared to submit amendment language that we believe would strengthen certain points in this bill along lines I have discussed. I shall be pleased to respond to any questions you may have.

Senator WALLOP. Thank you, very much, Mr. Holman.

Mr. Deans.

STATEMENT OF THOMAS S. DEANS, EXECUTIVE DIRECTOR, THE APPALACHIAN MOUNTAIN CLUB

Mr. DEANS. Mr. Chairman, I am Thomas Deans from Intervale, N.H., executive director of the Appalachian Mountain Club. I appear here today to urge this committee to act favorably on Senate bill 1090.

The Appalachian Mountain Club is an association of 30,000 volunteers organized to manage outdoor recreation and education activities, and supporting facilities. We provide the organizational structure, staff, money, and support of these public services, and make our organizational expertise available to others.

The AMC has been in existence since 1876. And I point out some of these facts, Mr. Chairman, just to underscore the section of the bill that highlights the examination of the role and the capacity of the private sector to work in partnership with the public agencies.

We have had a 170-year history of sharing our expertise and our partnership arrangements with the Federal agencies. We maintain hundreds of miles of trails, numerous public facilities, shelters, campgrounds, and other facilities.

One fact that might be of interest. In New Hampshire's White Mountain National Forest, a recent Forest Service study over the last 10 years showed that the Appalachian Mountain Club contributed 1 million private dollars in trail services that would have cost the Forest Service $3 million, if they had provided those services.

We were proud in 1979 to play a key role in preparing a section for the nationwide outdoor recreation plan on the role of volunteers in the provision of outdoor recreation activities.

And last year, Mr. Chairman, with a grant from the Richard K. Mellon Foundation, we undertook a 3-year study called the national volunteer project to explore ways of strengthening and expanding partnerships between nonprofit organizations and the Federal partners.

From personal experience, I am convinced that volunteerism is one of our greatest national assets. And if properly understood and managed, we can make a very significant impact on our recreation activities.

The organization that I represent is also convinced that the Outdoor Recreation Resources Review Commission adequately staffed and funded would help insure that organized volunteer groups are not used as merely inexpensive stopgap labor, but as effective partners in the long-term management and delivery of recreational services on our public and private lands and waterways.

Mr. Chairman, thank you for your leadership in your remarks today, and we urge the Congress to act promptly on the passage of Senate bill 1090.

Thank you, sir.

[The prepared statement of Mr. Deans follows:]

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STATEMENT OF THOMAS S. DEANS
EXECUTIVE DIRECTOR OF THE APPALACHIAN MOUNTAIN CLUB

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

ON S. 1090, A BILL TO ESTABLISH A NATIONAL OUTDOOR
RECREATION RESOURCES REVIEW COMMISSION.

September 23, 1983

Mr. Chairman, members of the Subcommittee on Public Lands and Reserved Water, I am Thomas S. Deans of Intervale, New Hampshire, Executive Director of the Appalachian Mountain Club.

The Appalachian Mountain Club is an association of 30,000 volunteers, principally in the northeastern states, organized to establish and manage protected land areas and waterways to preserve their natural integrity and to provide appropriate public recreational opportunities. To accomplish this objective, we manage outdoor education and recreation activities and supporting facilities on both public and private lands. We provide the volunteer organizational structure, staff and money to support these public services, and make our organizational expertise and outdoor skills available to others.

I appear today on behalf of the Appalachian Mountain Club to urge this committee to report favorably on S. 1090 as amended, a bill to establish a National Outdoor Recreation Resources Review Commission.

We agree with the findings of the Congress outlined in the preamble. We note here two implications of those findings: in a tight economy, government agencies can provide but the most basic services and need all the help they can get to increase the quality of those services, and similarly, volunteers CAN stretch scarce agency resources of dollars and time by contributing to the management of public lands and facilities.

Since its founding in 1876, the Appalachian Mountain Club has led in the delivery of services to the outdoor public by establishing and managing hundreds of miles of trails, numerous overnight facilities, shelters, campgrounds and other facilities for outdoor non-motorized recreation. In New Hampshire's White Mountain National Forest alone, a Forest Service study showed that the A.M.C. in a ten-year period contributed $1 million in trail services which would have cost the Forest Service $3 million had they done it themselves. Over the years, the Club has taken a leadership role in the passage of National and State legislation concerned with the wise stewardship of our outdoor heritage. More recently, A.M.C. senior volunteer officers and staff initiated the formation of a coalition of other nonprofit organizations to prepare a whole section on volunteerism for the 1979 Department of Interior's Third Nationwide Outdoor Recreation Plan referred to in the Bill. (Sec. 7 (b) (8))

I cite this to emphasize how vital the voluntary independent sector can be as a resource in the delivery of quality outdoor recreation services in America. From personal experience, I am convinced that volunteerism is one of Outdoor Recreation's greates potential assets IF properly understood and managed. The organization I represent is also convinced that an Outdoor Recreation Resources Review Commission, adequately staffed and funded, could help insure that organized volunteer groups are used not merely as inexpensive stop-gap labor, but as effective partners in the long term management and delivery of recreational services on public lands and waterways.

We are particularly gratified that the bill proposes in Sec. 7 (b) (3) to "examine the role and capacity of the private secotr, both profitmaking enterprises and not-for-profit organizations." In carrying out this mandate, we hope the Commission would understand, as we do, that volunteers are motivated only when they share the same concerns for stewardship and public service with government agencies. The Appalachian Mountain Club and organizations like it attract volunteers because of their permanence, their financial stability and their ability to provide the volunteers with the skills and continutiy of staff support to deal with the ever increasing complexity of delivering and managing outdoor recreational opportunities.

We applaud the sponsors and strongly urge the Congress to enact S. 1090, thereby helping to ensure the cooperation between government agencies, private corporations, and organized volunteer groups at all levels.

In this period of severe economic stres, every means of stretching limited Federal resources must be approached with imagination and ingenuity. To ensure full consideration of the appropriate role for each of the many partners who share responsibility for the provision of outdoor recreation opportunities, we strongly urge the Congress to establish and adequately fund an Outdoor Recreation Resources Review Commission by enacting S. 1090 as here amended.

Thank you for your attention.

Senator WALLOP. Mr. Deans, thank you. And let me say that the Appalachian Mountain Club is one of those who have put together those volunteer trail organizations, maintenance organizations. So when you speak of utilizing volunteer services, you speak for experience. It can be done, and provide in itself a recreational opportunity as well.

I just want to thank this panel as well, and I appreciate your support and your efforts behind it. I am a little concerned, and I do not want to belabor the point, because it is a very small concern. But we confuse numbers with capability in the Commission itself.

Presumably, if we get people of vision and people of desire to solve the recreational problems and to assess the recreation resource, we can accommodate the thinking of all of the interests that occur in the problem that we seek to assess.

Again, I would say that I hope that we do not seek to assess more than what we can accomplish, because of what happens when you get competing interests, and competing time, and necessary diffusion of ideas, and the effort that goes with them.

Mr. Holman, yours is a sensible comment on one of the problems. Interestingly, we have not been comfortable with the idea of access of these things, and we should have. But with only the one public swimming pool in Paterson, as you suggest, I was just musing. When I was growing up, we could not swim at all in the summer because of polio. Times have changed, and our expectations have changed. And along with those changes have come new expectations, as they should.

But the efforts that we have will be to try to balance our expectations with our capability, and the policy with some sort of level of priority. I think that you have identified one of them as have others here.

Mr. HOLMAN. I am poorly prepared to speak on that subject, since everybody in my family swims except me.

Senator WALLOP. For God's sake, do not start now. We may lose you before we get done with this Commission.

At any rate, I do not now anticipate any problem with the committee. I think that we have an opportunity to move this bill through the committee process rather quickly, and hopefully with the unanimous consent, and hopefully as early as sometime next week.

But my intent and my effort will be to see that we get it as quickly as is possible. And I do not really anticipate in the Senate any particular problem. I certainly hope that politics and other things do not play a game in the House that would slow the opportunity to get started on a thing which is so important to the Nation.

And I think as has been pointed out by many witnesses today, this is clearly not the time for partisan politics, but a time to get together with the whole concept of Americans of every political stripe and every physical capability and characteristic that we have to see if we cannot get on with it.

I thank all of the witnesses here today, especially with cooperating with the 5-minute limitation. I know that it seems a very short time for a long bit of travel, but it is impossible to get everybody heard if we do not do that limitation. All of the witness' statements will be included in the record in their entirety.

And any other comments that people may wish to make will be included in the record. The hearing record will remain open, as I stated in the beginning, for 10 days. So if you have other statements which you know should or would wish to be included in the record, please inform those people of that fact.

And with that, my thanks to everyone for their courtesy and support, I will call the subcommittee adjourned.

[Whereupon, at 12:43 p.m., the hearing was adjourned.]

APPENDIX

Additional Material Submitted for the Record

FYR

STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04333

JOSEPH E. BRENNAN
GOVERNOR

1539

September 20, 1983

Senator Malcolm Wallop
U.S. Senate
Washington, D.C. 20510

Dear Senator Wallop:

I am delighted to see that you are leading the effort to create a new National Outdoor Recreation Review Commission (S. 1090). I am pleased to note that you have recruited both of Maine's senators as co-sponsors.

Since Maine was represented on the program at your recent Workshop on Land Protection, we are pleased to see that event bearing fruit in this way. I would like to give you for the record a few of my ideas on major policy issues that the Commission should address. Those ideas are included in the attached list.

While I am comfortable with S. 1090 as written, it might appear in your judgment desirable to refine Section 7 in such a way as to bring these points more clearly into the Commission's mandate.

In closing, let me thank you for working through George Siehl of the Congressional Research Service to actively solicit our suggestions on this important bill. Please let me know if there is more that I might be of help to you.

The proposal for a new, national look at our outdoor recreation needs is most timely. As a State heavily dependent on tourism, and one in which the outdoors plays such a key role in our quality of life, Maine is extremely interested in seeing your proposal move forward.

I very much appreciate your leadership in this area.

Sincerely,

Joseph E Brennan
JOSEPH E. BRENNAN
Governor of Maine

MAINE VIEWS ON RECREATION ISSUES

1. The federal technical assitance and support role is critical to the success of state efforts. In developing the Maine Rivers Program, aid from the Department of the Interior was most valuable--indeed, indispensable. Through a cooperative agreement, an inventory of unique natural and recreational values along Maine's rivers was conducted by the National Park Service and the Maine Department of Conversation. The resulting "Maine Rivers Study" was widely acclaimed as a rational, objective examination of the relative values of Maine rivers. Subsequently, we introduced comprehensive river protection and management legislation, which was enacted this summer.

2. The Land and Water Conservation Fund has been a critical ingredient in the nation's social compact between the states the the Federal government. It is time to renew Congressional determination to properly fund the State side of LAWCON. In Maine alone, accomplishments aided by LAWCON have been most significant. Since 1965, Maine has received almost 30 million dollars, which assisted 414 projects at the local level and 113 projects at the state level.

3. As a Frostbelt state, we are much concerned with urban and indoor recreation opportunities. The Commission will need to develop clear recommendations as to the proper roles of the federal and state governments in this area. Several traditional outdoor activities take place indoors during the winter months: swimming and tennis are the prime examples. Our recreation planning process has also identified a need for indoor recreation centers in rural areas of the state.

4. Of major concern at both the State and local level is the continuing problem of identifying and financing operation and maintenance needs. It is relatively easy to gain support for acquisition and development of new lands, but difficult to do so for on-going maintenance. The issue needs to be examined and standard maintenance guides for facilities may be needed.

5. The Commission should address the effectiveness of existing and alternative programs. If programs are to be examined, the term "resources" should be removed from the Commission's title, as it is unnecessarily restrictive. In 1960, an emphasis on resources alone may have been wise; today it is not. Programs and policy issues should be reviewed, not just the resource base. We have learned many valuable lessons from past federal-state programs, but changes are needed. Priority setting and administration of LAWCON and the use of SCORP process are only the most visible examples.

6. In the Northeast, we are well aware of the fact that the adjacent Canadian provinces provide important recreation opportunities for our citizens, and also a major market for our own tourism and recreation attractions. The Commission should conduct its analyses with this important fact in mind.

7. To assure effective consideration of these and other federalism issues, the Commission should establish early and effective liaison with groups such as the National Governors' Association and other groups representing state and local elected officials.

8. In our opinion, the Commission should emphasize a streamlined process of analysis and consultation rather than a major research program. Nonetheless, there will be a few critical policy issues that will undoubtedly require new research and policy analysis.

###

FWR

1983 JUL -6 PM 2:06

CENTRAL MICHIGAN UNIVERSITY

June 23, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
& Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop,

I am a resident of the State of Michigan and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

R. Coles, Ed.D.
Associate Professor

MOUNT PLEASANT, MICHIGAN 48859

FYR

1983 JUN 23 AM 6:49

UNIVERSITY OF DELAWARE
NEWARK, DELAWARE
19711

DEPARTMENT OF PHYSICAL EDUCATION
CARPENTER SPORTS BUILDING
PHONE: 302-738-2262

June 22, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
and Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop,

I am a resident of the State of Delaware and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Ann R. McNeil, President-Elect
Delaware Association for Health,
Physical Education, Recreation
and Dance

ARM:kjo

FYR

THE UNIVERSITY OF GEORGIA
DIVISION OF HEALTH, PHYSICAL EDUCATION, RECREATION AND DANCE
ATHENS, GEORGIA 30602
[illegible]

HEALTH AND SAFETY 542-3313
PHYSICAL EDUCATION 542-2074
RECREATION AND LEISURE STUDIES 542-5064
DANCE 542-2074

June 22, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public
  Lands & Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

I am a resident of the State of Georgia and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

James R. Champlin

James R. Champlin, Chairman
Department of Recreation
and Leisure Studies

AN EQUAL OPPORTUNITY/AFFIRMATIVE ACTION INSTITUTION

ITR

University of
Nebraska
Lincoln

School of Health,
Physical Education and Recreation
Lincoln, NE 68588-0143
207 Mabel Lee Hall

June 24, 1983

Senator Maleom Wallop
Chair, Senate Subcommittee on Public Lands
and Reserved Water
210 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

I am a resident of the State of Nebraska and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is the American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to support this bill and am hopeful that you will support. If it is appropriate at this time and the bills pass, I would urge you to support Ms. Barbara Sampson, Executive Director of the American Association for Leisure and Recreation as a member of the Commission.

Thank you for your time and action.

Sincerely,

William A. Tuning

William A. Tuning
President Elect of the Nebraska Association
for Health, Physical Education, Recreation
and Dance

WAT:ah

University of Nebraska–Lincoln   University of Nebraska at Omaha   University of Nebraska Medical Center

DEPARTMENT OF HEALTH,
PHYSICAL EDUCATION and RECREATION

DIVISION OF INTRAMURAL-RECREATIONAL SPORTS
Box 3M/Las Cruces, New Mexico 88003
Telephone (505) 646-2215

NEW MEXICO STATE UNIVERSITY

JUN 29 AM 10: 2

FTR

June 24, 1983

Senator David Durenberger
Chair, Senate Committee on Governmental Affairs
375 Russell Senate Office Building
Washington, DC 20510

Dear Senator Durenberger,

I am a resident of the State of New Mexico and am a member of The American Alliance for Health, Physical Education, Recreation and Dance as well as Vice-President for Recreation in the New Mexico State Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you and the other committee chairmen involved as well as our various senators and representatives that I am in favor of this bill and am hopeful that you and they will support it.

Sincerely,

Frances T. Dudenhoeff

Frances T. Dudenhoeffer

cc Senator Malcolm Wallop
Congressman Morris K. Udall
Senator Jeff Bingaman
Senator Pete V. Domenici

FYR

DEPARTMENT OF PHYSICAL
EDUCATION AND RECREATION

NEW MEXICO STATE UNIVERSITY

Box 3M/Las Cruces, New Mexico 88003
Telephone (505) 646-2215

June 20, 1983

Senator Malcolm Wallop, Chair
Senate Subcommittee on Public Lands
and Reserved Water
210 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

I am a resident of the State of New Mexico and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Robert M. Hazlett

RMH:jk

Robert M. Hazlett, Ph.D.
Associate Professor

FTR

Rhode Island College
Providence, Rhode Island 02908

Department of Health and Physical Education

1983 JUL 12 AM

June 23, 1983

Dear Senator Malcolm Wallop

I am a resident of the State of Rhode Island and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Bennett J. Lombardo

Bennett J. Lombardo, Ed.D.
Associate Professor

FIR

THE
UNIVERSITY
OF UTAH

COLLEGE OF HEALTH
SALT LAKE CITY, UTAH 84112
801-581-6456

June 22, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
& Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop,

I am a resident of the State of Utah and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend apppropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Dale Cruse
Dr. Dale Cruse
Chairman
Recreation and Leisure Department
University of Utah

FTR
S. 1090

APPALACHIAN MOUNTAIN CLUB
FIVE JOY STREET BOSTON, MASSACHUSETTS 02108 - 617-523-0636

1983 OCT [illegible] 12: 00

October 14, 1983

Senator Malcolm Wallop
Chairman, Subcommittee on Public Lands
and Reserved Water
Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

I am writing to express my appreciation for your strong support of S-1090 that would establish a National Outdoor Recreation Resources Review Commission. Your opening and closing statements at the hearing on September 23rd were very thoughtfully presented and underscored well the tremendous potential value of such a review commission. I also thank you for your kind words, following my testimony, about the work of the Appalachian Mountain Club.

With the expectation that this important legislation will move swiftly through Congress, our attention is now drawn to the critical task of appointing the members of the commission and the advisory council. I hope that you will use your leadership position to assure that the appointees have the professional knowledge and standing to carry out most effectively the demanding objectives found in the legislation. The large turnout at the hearing was yet another indication of how significant people believe the findings of the commission will be to the future of outdoor recreation in this country.

The Appalachian Mountain Club, with its 107 years of proven partnerships with public agencies and private parties delivering an array of outdoor recreation experiences, is anxious to play whatever constructive role it can to see the critical objectives of the proposed commission successfully achieved.

Thank you very much again for your leadership in this effort.

Sincerely,

Thomas S. Deans

Thomas S. Deans
Executive Director

TSD:hh
cc: Laurance S. Rockefeller
Patrick Noonan
William Penn Mott, Jr.

FYR

BTAT

BOATING TRADES ASSOCIATION OF TEXAS

In the Center of the Sun Belt Growth of the 80s.

October 5, 1983

The Honorable Malcolm Wallop
Senate Subcommittee on Public Lands
& Reserved Water
308 Senate Dirksen Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

I am pleased to have this opportunity to submit the following for the record in support of S. 1090, a bill heard before your committee September 23, 1983.

The Boating Trades Association of Texas, of which I am president, wholeheartedly endorses this legislation. Our Association is made up of over 650 marine dealers, manufacturers, distributors, manufacturers' representatives and banking and insurance executives from Texas. We are primarily small businessmen and women who take pride in working to support a portion of the recreational industry in this country.

The average marine dealer typically has seven employees, a boat manufacturer supports 25-30 persons and a trailer or marine accessory manufacturer has an average of 15 employees. Therefore, if you total these numbers you will see the importance of our industry to the economy.

In addition, Texas is the third largest boating state in the nation. I feel assured the more than one-half million boat owners and many others who enjoy water recreation would join us in support of the National Outdoor Recreation Resources Review Act of 1983.

To point up the need of a coordinated review of federal recreation policy, I would like to cite a specific example of how a federal agency's decision to withdraw its support of recreation on a national basis led to tremendous hardship at the state level.

As you will note from the enclosed material, our Association led a fight against the wholesale closing of 56 lakeside parks in our state by the U.S. Army Corps of Engineers. To our knowledge, we were the only state in the nation to take on this battle. A compromise was finally reached on the state level, but the experience

PRESIDENT: Bernie Stamfoll, Victoria/**1st VICE PRESIDENT**: C. R. "Rob" Youker, San Benito/**2nd VICE PRESIDENT**: Frank Pillsbury IV, Dallas/**SECRETARY-TREASURER**: Pat Helton, Houston
DIRECTORS: Kenneth Martin, Wichita Falls/Leroy Lakey, Wichita Falls/John Mars, Fritch/Robert Lovelace, San Angelo/Charles Ferrell, San Antonio/Russell V. Dargel, Donna/Wesley Pearson, Austin/
Ken Lovell, Houston/Bill Ferguson, Houston/Bill Warren, Port Arthur/Floyd Crawley, Tyler/Mark Reynolds, Waco/Noel Tumlinson, Athens/Jimmie Vittow, Fort Worth/Buddy Rodgers, Texarkana
DIRECTORS-AT-LARGE: Hubert "Spud" Spradling, Orange/Don Decus, Jacksonville/Forrest A. Pomykal, Port O'Connor/**EX OFFICIO DIRECTOR-AT-LARGE**: Howard Rose, Austin

☐ **Administrative Office**: 411 Adolphus Tower, Dallas, Texas 75202/(214) 748-8218 ☐ **Legislative Office**: 1011 Congress Ave., Suite 400, Austin, Texas 78701/(512) 472-3919

stands as a shining example of the importance of the federal role in recreation policy. Through this year-long endeavor, we found the Corps of Engineers was hamstrung in its ability to remedy many of the problems either via internal dictates from Washington or by statute. Two examples of restrictions are the policy of prohibiting volunteer labor by local entities to assist in the maintenance of Corps parks and the prohibition against dispersal of user fees collected at one park to other parks within the same district as needed for maintenance.

We now feel there will be a continuing spirit of cooperation between the Corps and the recreational industry in Texas. However, the year-long battle and the time and money spent could have been saved if an overall federal plan, such as will hopefully be the outcome of S. 1090, had already been in place.

We are in full agreement that the private sector needs to take a vigorous role in assisting in the development of recreational policy and financing. Our Association has over the years donated thousands of dollars to state agencies in Texas to assist in the building and maintenance of water-related facilities. However, neither BTAT, other private groups nor our state government can be expected to carry the entire burden, the federal government must also play its role.

Now is the time for the federal government, in conjunction with the private sector, to re-examine and review the recreational resources of this nation. The working people of our state and of the nation have the right and the need to relax and enjoy recreational opportunities after shouldering the heavier work loads that are necessary to keep our economy moving. Family boating provides an inexpensive way to shake off the worries of a full work week. To be able to put a boat in the water or find a park in which to lay out the picnic lunch is an absolute necessity.

In August of 1970, 248,195 boats were registered by Texas Parks and Wildlife Department. In April 1983, that figure had grown to 585,727. That agency's 1970 annual report showed they maintained 123 public boat ramps. Today that figure has only grown to 273.

Texas is in dire need of additional water-related facilities. We happily note that some federal fuel tax dollars dedicated to building these facilities may soon be moving back to our state due to the possible passage of H.R. 2163. However, piecemeal remedies in the recreational arena will not get the job done if we are to protect our recreational opportunities for the future.

For these and numerous other reasons already presented to your committee, the Boating Trades Association of Texas urges your support of S. 1090. Thank you again for this opportunity to make comment on this important issue.

The Honorable Malcom Wallop October 5, 1983

Sincerely,

Rob Youker

C. R. "Rob" Youker
President

CRY:ktd

Enclosures

Press Clippings
U.S. Army Corps of Engineers
Proposed Lakeside Park
Closings in Texas
Chronological Order

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST. AUSTIN, TEXAS 78701 477-6755

News
San Antonio, Texas

FEB 24 1983

Outdoors
with
Dan Klepper

365

BTAT to hold park hearing

A meeting on the closing of 55 Corps of Engineers parks on 15 Texas reservoirs will be held at 1 p.m. Friday in Austin at the Driskill Hotel. The meeting will be sponsored by the Boating Trades Association of Texas.

Joining BTAT will be representatives of the Texas Recreational Vehicle Association, Lone Star Chapter of the Sierra Club, Discover Texas Association, Texas Tourist Council, Sportsmen's Clubs of Texas, Texas Recreationa and Parks Society and the East Texas Chamber of Commerce.

The Corps announced the closures last year. The federal agency maintains the permanent or partial closures of certain parks was necessary due to a reduction in operation and maintenance funds.

In Austin on Friday

* * *

Competitive bass fishermen still have several days in which to enter the big bass tournament to be sponsored March 5 at Lake Calaveras by the San Antonio Police Department Bass Busters.

Cash will be paid the top 10 anglers. First place will be worth $400 and a trophy. Second-place prize will be $325 and a trophy and third, $225 and a trophy. Tenth place will be worth $50.

Fishing hours for the fifth annual tournament will be from 6 a.m. to 3 p.m. Contestants may weigh in one fish each.

Entry fees paid prior to the tournament will be $20. Entry blanks are available at Calaveras and Braunig parks and several fishing tackle shops around the city.

Entry fees and forms should be mailed to Johnnie Barnes, 5643 Sir Gareth, 655-9109, San Antonio 78218.

* * *

Eight San Antonio shooters have been named to All-America skeet teams by the National Skeet Shooting Association.

A total of 152 shooters from 34 states were named to the 1983 open and concurrent All-America teams during a meeting of the NSSA selection committee in San Antonio.

Local shooters named include Phil Murray, open first team; Tito Killian, open second team; Tim Gallagher, junior first team; Preston Douglass, collegiate first team; Fred Bosshardt, collegiate second team; Billy Mark Cole, collegiate second team; Jack Johnson, sub-senior second team; and Jim Leer, senior second team.

There will be five major skeet tournaments at the National Gun Club, headquarters of NSSA, this year, starting with the Road runner Open May 7-8.

Others will include the Armed Forces Championships May 9-15, the Texas State Championships June 16-19, the Miller High Life Open July 22-24 and the World Championships July 25-29.

* * *

San Antonian Robert Duncan will present a slide program entitled Birds, Bugs and Butterflies to the San Antonio Audubon Society at 7:30 p.m. March 10.

The program, which will be held at the San Antonio Garden Center, will be open to the public.

* * *

San Antonian A.R. Beeson writes that he is interested in buying or trading collectible fishing items.

"I'm interested in collecting old lures, reels, tackle catalogs and other fishing nostalgia of the 1920-30 period," Beeson said. "If you know anyone who has any of these items for sale or trade, I'd appreciate your giving them my name and number."

Beeson's phone number is 433-1606.

* * *

Several area anglers will compete in a tournament sponsored by Bass Anglers Sportsman Society this weekend on Sam Rayburn in East Texas.

Headquarters for the 1983 Texas Invitational will be located at Twin Dykes Marina.

Top prize will be $5,000 cash and a Ranger bass boat. Runnerup will receive $4,000 cash. Money will be paid through the top 40 places.

Saturday
Feb. 26, 1983
Late Morning
25¢
EXPRESS-NEWS
San Antonio, Texas

Lake parks closing fought

By David Hendricks
Express-News Capital Bureau

AUSTIN — A fight is intensifying to keep open 55 lakeside parks in Texas, including two at Canyon Lake.

The closing plan is being executed by the U.S. Army Corps of Engineers, but the state of Texas and numerous sporting and outdoorsmen associations are fighting the closing, as well as the Texas congressional delegation.

At Canyon Lake, two Army Corps parks will be partially closed, Canyon Park on the north side of the lake and Cranes Mill on the southwest side.

Philip Parsley, Canyon reservoir manager for the Army Corps, explained both boat ramps would remain open at Cranes Mill, but two of the four boat ramps at Canyon Park will close under the plan.

The two acres of camping ground at Cranes Mill will close as well as part of the camping grounds at Canyon Park, he said.

The four other corps-operated parks at Canyon would remain open as always, he said. Overnight camping facilities are available at those four parks, as well as seven boat ramps.

The two parks facing partial closings have been popular, however Corps information sheets state 298,000 visits were made to Canyon Park in 1981. At Cranes Mill, there were 263,000 visits the same year.

Many of the other 53 parks face total closure, which has sportsmen, boaters and others upset. A workshop to spread information on the plan was held at Austin's Driskill

Please see PARK, Page 10A

PARK

Continued from 1A

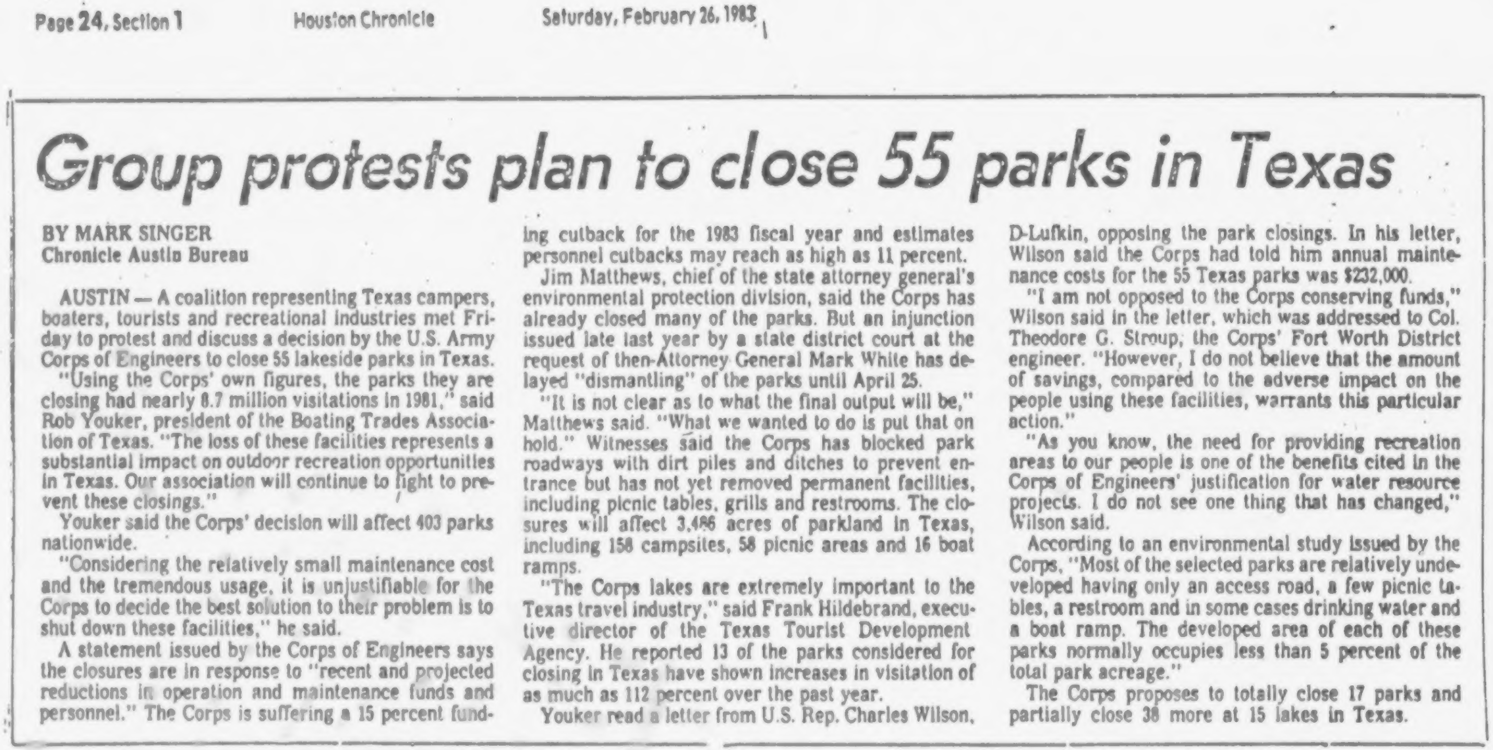
Hotel Friday by the Boating Trades Association of Texas.

That group and representatives of other organizations urged comment on the closings be sent to the Corps of Engineers' Fort Worth district office before March 9.

A state lawsuit filed last year forced the Corps of Engineers to accept such comment before going through with its plan. A federal court injunction also prohibited the corps from dismantling camping and picnic facilities, but the injunction expires April 25.

The closings occurred last October as a cost-cutting measure after the corp's budget was slashed.

Savings are estimated to be $232,000 a year, but U.S. Rep. Charles Wilson of Lufkin wrote a letter this week to the corps stating the savings were not worth the sacrifice, especially to senior citizens who would lose inexpensive recreation opportunities.



Page 24, Section 1 Houston Chronicle Saturday, February 26, 1983

Group protests plan to close 55 parks in Texas

BY MARK SINGER
Chronicle Austin Bureau

AUSTIN — A coalition representing Texas campers, boaters, tourists and recreational industries met Friday to protest and discuss a decision by the U.S. Army Corps of Engineers to close 55 lakeside parks in Texas.

"Using the Corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the Boating Trades Association of Texas. "The loss of these facilities represents a substantial impact on outdoor recreation opportunities in Texas. Our association will continue to fight to prevent these closings."

Youker said the Corps' decision will affect 403 parks nationwide.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the Corps to decide the best solution to their problem is to shut down these facilities," he said.

A statement issued by the Corps of Engineers says the closures are in response to "recent and projected reductions in operation and maintenance funds and personnel." The Corps is suffering a 15 percent funding cutback for the 1983 fiscal year and estimates personnel cutbacks may reach as high as 11 percent.

Jim Matthews, chief of the state attorney general's environmental protection division, said the Corps has already closed many of the parks. But an injunction issued late last year by a state district court at the request of then-Attorney General Mark White has delayed "dismantling" of the parks until April 25.

"It is not clear as to what the final output will be," Matthews said. "What we wanted to do is put that on hold." Witnesses said the Corps has blocked park roadways with dirt piles and ditches to prevent entrance but has not yet removed permanent facilities, including picnic tables, grills and restrooms. The closures will affect 3,486 acres of parkland in Texas, including 158 campsites, 58 picnic areas and 16 boat ramps.

"The Corps lakes are extremely important to the Texas travel industry," said Frank Hildebrand, executive director of the Texas Tourist Development Agency. He reported 13 of the parks considered for closing in Texas have shown increases in visitation of as much as 112 percent over the past year.

Youker read a letter from U.S. Rep. Charles Wilson, D-Lufkin, opposing the park closings. In his letter, Wilson said the Corps had told him annual maintenance costs for the 55 Texas parks was $232,000.

"I am not opposed to the Corps conserving funds," Wilson said in the letter, which was addressed to Col. Theodore G. Stroup, the Corps' Fort Worth District engineer. "However, I do not believe that the amount of savings, compared to the adverse impact on the people using these facilities, warrants this particular action."

"As you know, the need for providing recreation areas to our people is one of the benefits cited in the Corps of Engineers' justification for water resource projects. I do not see one thing that has changed," Wilson said.

According to an environmental study issued by the Corps, "Most of the selected parks are relatively undeveloped having only an access road, a few picnic tables, a restroom and in some cases drinking water and a boat ramp. The developed area of each of these parks normally occupies less than 5 percent of the total park acreage."

The Corps proposes to totally close 17 parks and partially close 38 more at 15 lakes in Texas.

2—B Saturday, Feb. 26, 1983, DALLAS TIMES HERALD

Plan to close lakeside parks called unwise

Associated Press

AUSTIN — The U.S. Army Corps of Engineers' plan to close 55 parks on 15 Texas lakes will affect millions of sportsmen and vacationers, witnesses testified at a hearing Friday.

The hearing was sponsored by the Boating Trades Association of Texas in hopes of blocking the corps' cost-cutting efforts.

"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

He presented a letter of support from U.S. Rep. Charles Wilson, D-Texas, who said federal sources have estimated the savings would be only $232,000 a year.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the corps to decide the best solution to their problem is to shut down these facilities," Youker said.

No one testified in support of the park closings.

Jim Matthews, head of the environmental protection division in the attorney general's department, said Texans have until March 9 to register their arguments before the corps issues a final closing order.

He said a court order issued last year to keep the corps from going ahead with the closings expires April 25.

Mike Herring, representing the Texas Parks and Wildlife Department, said the 15 parks scheduled to be closed involve 17,400 acres with 15 boat ramps and 158 camping and picnic sites.

Another 38 parks on corps lakes will be partially closed.

In a recent public notice, Col. Theodore G. Stroup, Fort Worth district engineer, said the park closings were caused by recent and projected reductions in operations and maintenance funds and personnel.

Parks totally closed would have all entrance roads barricaded, and all operations and maintenance work would be discontinued.

The lakes involved are Belton, five parks partially closed; Canyon, two partially closed; Grapevine, four partially closed; Hords Creek, one partially closed; Lake O' the Pines, one totally closed and five partially closed; Lavon, four totally closed; Lewisville, four totally closed and four partially; O. C. Fisher, one partially closed; Proctor, one partially closed; Sam Rayburn, two totally closed and three partially; Stillhouse Hollow, one totally closed and one partially; Town Bluff, two partially closed; Waco, two totally closed; Whitney, three totally closed and three partially; Wright Patman, six partially closed.

The Houston Post/Sat., Feb. 26, 1983/ 9C

Capital briefs

Post News Services

■ A bill to do away with annual vehicle safety inspections and replace the lost revenue by almost doubling the cost of a driver's license was introduced Friday in the House.

Rep. Jim Horn, R-Lewisville, introduced the bill which would replace the Department of Public Safety vehicle inspections with a spot check program.

Horn's bill calls for raising the driver's license fee to $13 from the current $7 charge to offset the loss of revenue from the $5 vehicle inspection fee.

■ Judges would be barred from granting probation or deferred adjudication to any offender convicted of feloniously assaulting a child or adult under a bill introduced Friday in the state House.

The measure proposed by Rep. Roman Martinez, D-Houston, would bring felony injury to a child or an adult under the same rules which prevent judges from granting probation in cases of capital murder and aggravated kidnapping, rape, sexual abuse and robbery.

The bill also would amend the Texas Criminal Code of Procedure to prevent a judge from granting deferred adjudication to persons doing serious injury to children or the elderly.

■ The Army Corps of Engineers' plans to close 55 Texas lakeside parks could seriously damage the state's travel and tourism industry, the director of the state Tourist Development Agency warned Friday.

Frank Hildebrand said 67.6 million people visited Texas parks and lakes in 1982, and about 45 percent those were visitors went to lake parks the Corps is proposing to close.

"The Corps lakes have a great impact on the the state's travel industry," he said.

The Corps originally planned to close the parks they considered economically inefficient last Oct. 1, but the Texas Attorney General's office temporarily blocked the action until April 25.

Nationwide, the Corps plans to close about 400 parks.

The state attorney general's office claimed the Corps failed to conduct any studies on the impact of the closings in Texas. The Corps has since asked for public input before it proceeds with the shutdowns.

Steve Hansen, chairman of the Austin Sierra Club, said the closings would save the Corps only about $230,000.

"That can't amount to 1 percent of their budget," he said. "And this is compared to the billions of dollars we nd on defense and foreign aid."

Saturday, February 26, 1983 - - The Dallas Morning News 37 A

TEXAS & SOUTHWEST

Witnesses at hearing decry plans to close Texas parks

Associated Press

AUSTIN — The U.S. Army Corps of Engineers' plan to close 55 parks on 15 Texas lakes will affect millions of sportsmen and recreation lovers, witnesses testified at a public hearing Friday.

The hearing was sponsored by the Boating Trades Association of Texas in hopes of blocking the corps' cost-cutting efforts.

"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

He presented a letter of support from U.S. Rep. Charles Wilson, D-Lufkin, who said federal sources have estimated the saving would be only $232,000 a year.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the corps to decide the best solution to their problem is to shut down these facilities," Youker said.

No one testified in support of the park closings.

Jim Matthews, head of the environmental protection division in the attorney general's office, said Texans have until March 9 to register their arguments before the corps issues a final closing order.

He said a court order issued last year to keep the corps from going ahead with the closings expires April 25.

SATURDAY, FEBRUARY 26, 1983 ■ ©1983 FORT WORTH STAR-TELEGRAM [illegible]

Closings of parks protested

Associated Press

AUSTIN — The U.S. Corps of Engineers' plan to close 55 parks on 15 Texas lakes will affect millions of sportsmen and recreation lovers, witnesses testified at a public hearing Friday.

The hearing was sponsored by the Boating Trades Association of Texas in hopes of blocking the corps' cost-cutting efforts.

"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

He presented a letter of support from Rep. Charles Wilson, D-Texas, who said federal sources have estimated the savings would be only $232,000 a year.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the corps to decide the best solution to their problem is to shut down these facilities," Youker said.

No one testified in support of the park closings.

Plan To Close Parks Opposed At Hearing

365

From AP, Staff Reports

AUSTIN — The U.S. Corps of Engineers' plan to close 55 parks on 15 Texas lakes will affect millions of sportsmen and recreation lovers, witnesses testified at a public hearing Friday.

Meanwhile, following the hearing, a Building Trades Association of Texas official said local residents have a chance to effect the outcome of proposed closings in Bell County.

The hearing was sponsored by BTAT in hopes of blocking the corps' cost-cutting efforts.

BTAT staff member Lee Couch said following the hearing that Texas is the only state that has a chance to save the parks. This chance came when Gov. Mark White, who was attorney general, filed suit, Couch said.

Couch also said U.S. Rep. Marvin Leath of Marlin has been very interested in the proposals to close areas in his district, which includes Lake Belton and Stillhouse Hollow Resevoir. Leath has requested information on the closings and has contacted the corps of engineers regarding the proposed closings, Couch said.

"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

Youker presented a letter of support from U.S. Rep. Charles Wilson, D-Texas, who said federal sources have estimated the savings would be only $232,000 a year.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the corps to decide the best solution to their problem is to shut down these facilities," Youker said.

No one testified in support of the park closings.

Jim Matthews, head of the envinonmental protection division in the attorney general's department, said Texans have until March 9 to register their arguments before the corps issues a final closing order.

He said a court order issued last year to keep the corps from going ahead with the closings expires April 25.

"I want to stress that the process is now opened up and everyone should let the corps know what they think about the action," he said.

Couch said the best thing Bell County residents could do at this time is call the corps of engineer's office in Fort Worth, 817-334-2708, and ask for Ron Pivonka. Concerned citizens may request a copy of the environmental assessment in order to make a comment on the document, he said.

The comments must be returned no later than March 9, Couch pointed out.

Bell County was represented at the hearing by Rick Smith, who operates marinas on both Lake Belton and Stillhouse Hollow Reservoir, Couch said. Also, Cliff Barbee of Salado was present and signed in to represent himself, Couch added.

Mike Herring, representing the Texas Parks and Wildlife Department, said the 15 parks scheduled to be shut down completely involve 17,400 acres with 15 boat ramps and 158 camping and picnic sites.

Another 38 parks on corps lakes will be partially closed.

John Hamilton of the Texas Conservation Foundation said there actually are 59 Texas parks involved, because three parks on Lake Texoma and one on Pat Mayse are classified by the corps as having headquarters in Oklahoma.

"We've got to curb this mad dash to do away with all these recreation facilities," said Leonard Elder, of Austin, who was representing the Texas Recrea-

(See PARKS, Page 1A)

Herald
Killeen, Texas

FEB 26 1983

★PARKS

(Continued From Page 1)

tion and Parks Society.

In a recent public notice, Col. Theodore G. Stroup, Fort Worth district engineer for the corps of engineers, said the park closings were caused by recent and projected reductions in operations and maintenance funds and personnel.

"I have concluded that the proposed closure of parks or portions thereof is the best alternative, is the least controversial and will not have a significant adverse impact on the environment," Stroup said.

Parks totally closed would have all entrance roads barricaded, and all operations and maintenance work would be discontinued. In partially closed parks, facilities would be closed to vehicular traffic except for a boat ramp or other highly used facility.

Picnic tables and related facilities in closed areas will be relocated to other parks.

The lakes involved are Belton, five parks partially closed; Stillhouse Hollow, one totally closed and one partially; Canyon, two partially closed; Grapevine, four partially closed; Hords Creek, one partially closed; Lake O' the Pines, one totally closed and five partially closed; Lavon, four totally closed; Lewisville, four totally closed and four partially; O.C. Fisher, one partially closed; Proctor, one partially closed; Sam Rayburn, two totally closed and three partially; Town Bluff, two partially closed; Waco, two totally closed; Whitney, three totally closed and three partially; Wright Patman, six partially closed.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST. AUSTIN, TEXAS 78701

Houston Chronicle
Houston, Texas

Witnesses at hearing decry plans to close Texas parks

365

Associated Press

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"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

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He said a court order issued last year to keep the corps from going ahead with the closings expires April 25.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST. AUSTIN, TEXAS 78701

Morning News
Dallas, Texas
FEB 26 1983

FEB 26 1983

Group protests plan to close 55 parks in Texas

265

BY MARK SINGER
Chronicle Austin Bureau

AUSTIN — A coalition representing Texas campers, boaters, tourists and recreational industries met Friday to protest and discuss a decision by the U.S. Army Corps of Engineers to close 55 lakeside parks in Texas.

"Using the Corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the Boating Trades Association of Texas. "The loss of these facilities represents a substantial impact on outdoor recreation opportunities in Texas. Our association will continue to fight to prevent these closings."

Youker said the Corps' decision will affect 403 parks nationwide.

"Considering the relatively small maintenance cost and the tremendous usage, it is unjustifiable for the Corps to decide the best solution to their problem is to shut down these facilities," he said.

A statement issued by the Corps of Engineers says the closures are in response to "recent and projected reductions in operation and maintenance funds and personnel." The Corps is suffering a 15 percent funding cutback for the 1983 fiscal year and estimates personnel cutbacks may reach as high as 11 percent.

Jim Matthews, chief of the state attorney general's environmental protection division, said the Corps has already closed many of the parks. But an injunction issued late last year by a state district court at the request of then-Attorney General Mark White has delayed "dismantling" of the parks until April 25.

"It is not clear as to what the final output will be," Matthews said. "What we wanted to do is put that on hold." Witnesses said the Corps has blocked park roadways with dirt piles and ditches to prevent entrance but has not yet removed permanent facilities, including picnic tables, grills and restrooms. The closures will affect 3,488 acres of parkland in Texas, including 158 campsites, 58 picnic areas and 16 boat ramps.

"The Corps lakes are extremely important to the Texas travel industry," said Frank Hildebrand, executive director of the Texas Tourist Development Agency. He reported 13 of the parks considered for closing in Texas have shown increases in visitation of as much as 112 percent over the past year.

Youker read a letter from U.S. Rep. Charles Wilson, D-Lufkin, opposing the park closings. In his letter, Wilson said the Corps had told him annual maintenance costs for the 55 Texas parks was $232,000.

"I am not opposed to the Corps conserving funds," Wilson said in the letter, which was addressed to Col. Theodore G. Stroup, the Corps' Fort Worth District engineer. "However, I do not believe that the amount of savings, compared to the adverse impact on the people using these facilities, warrants this particular action."

"As you know, the need for providing recreation areas to our people is one of the benefits cited in the Corps of Engineers' justification for water resource projects. I do not see one thing that has changed," Wilson said.

According to an environmental study issued by the Corps, "Most of the selected parks are relatively undeveloped having only an access road, a few picnic tables, a restroom and in some cases drinking water and a boat ramp. The developed area of each of these parks normally occupies less than 5 percent of the total park acreage."

The Corps proposes to totally close 17 parks and partially close 38 more at 15 lakes in Texas.

PRESS CLIPS
TEXAS PRESS ASSOCIATION

Advocate
Victoria, Texas

FEB 26 1983

365

Witnesses Oppose Closing Of Parks

AUSTIN (AP) — The U.S. Corps of Engineers' plan to close 55 parks on 15 Texas lakes will affect millions of sportsmen and recreation lovers, witnesses testified at a public hearing Friday.

The hearing was sponsored by the Boating Trades Association of Texas in hopes of blocking the corps' cost-cutting efforts.

"Using the corps' own figures, the parks they are closing had nearly 8.7 million visitations in 1981," said Rob Youker, president of the association.

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No one testified in support of the park closings.

Jim Matthews, head of the environmental protection division in the attorney general's department, said Texans have until March 9 to register their arguments before the corps issues a final closing order.

He said a court order issued last year to keep the corps from going ahead with the closings expires on April 25.

"I want to stress that the process is now opened up and everyone should let the corps know what they think about the action," he said.

Mike Herring, representing the Texas Parks and Wildlife Department, said the 15 parks scheduled to be shut down completely involve 17,400 acres with 15 boat ramps and 158 camping and picnic sites.

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John Hamilton of the Texas Conservation Foundation said there actually are 59 Texas parks involved because three parks on Lake Texoma and one on Lake Pat Mayse are classified by the corps as having headquarters in Oklahoma.

"We've got to curb this mad dash to do away with all these recreation facilities," said Leonard Elder, Austin, representing the Texas Recreation and Parks Society.

In a recent public notice, Col. Theodore G. Stroup, Fort Worth district engineer, said the park closings were caused by recent and projected reductions in operations and maintenance funds and personnel.

"I have concluded that the proposed closure of parks or portions thereof is the best alternative, is the least controversial and will not have a significant adverse impact on the environment," Stroup said.

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PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST. AUSTIN, TEXAS 78701 PHONE 477-6755

Enterprise
Beaumont, Texas

APR 8 1983

Parker, 3 legislators to offer alternatives to closing park gates

365

By PEGGY ROBERSON
Staff writer

WASHINGTON — State Sen. Carl Parker of Port Arthur and three state representatives will meet the press here this morning to claim victory in keeping open Sam Rayburn Park and High Point Park at Proctor Lake.

The Army Corps of Engineers announced last year that parks on 15 to 22 of the largest lakes it manages in Texas would be closed.

Because of public outcry, the Corps recently backed down from closing parks on Sam Rayburn Reservoir and the Town Bluff Dam, but has insisted on going through with closing all or part of 14 other parks, many of them in the Fort Worth area.

Brig. Gen. Hugh Robinson, the Corps' top officer in Texas, was quoted two weeks ago as saying the anticipated closings were "for the public's benefit and not to save money."

Parker and state Reps. Mark Stiles of Beaumont, Allen Hightower of Huntsville and Sam Russell of Mount Pleasant and Jack Carter from the office of Attorney General Jim Mattox in Austin talked about the parks situation Thursday with Texans in the House and with Sens. Lloyd Bentsen, D-Texas, and John Tower, R-Texas.

The Texas Legislature earlier approved a resolution denouncing the proposed parks closings.

Helping to set up the sessions with congressmen was Texas and Washington lobbyist Don Kennard, representing the Boating Trades Association in Austin.

If the Corps of Engineers shuts the gates to the parks, residents in several places will find they no longer have access to boating ramps already in place, according to an associate of Kennard's.

The Corps says it is interested primarily in "providing a quality recreational experience," according to Robinson, quoted in a recently published interview.

He expects to deny access only to parks that are isolated, plagued by crime or vandalism, or rarely used, Robinson said. He could not be located for further comment Thursday night.

Last year, when he was attorney general, Gov. Mark White filed a suit seeking to reverse the Corps' decision. A judge allowed the Corps to proceed with the closings pending receipt of an environmental impact statement due April 25, but ordered the Corps not to remove fixtures or buildings.

The legislators are expected to reveal at the news conference "some new directions" they expect to go with the aid of members of Congress, to find alternatives to closing the parks.

Hundreds of Texans have objected to the closings in the "public comment" period allowed by the government's rules. Robinson said two-thirds of those who commented objected.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST. AUSTIN, TEXAS 78701 PHONE 477-6755

Daily Press
Taylor, Texas

MAR 24 1983

Two Parks Saved From Closing

365

AUSTIN (AP) — Public comments and actions by the state have caused the Army Corps of Engineers to change plans about two of the 55 parks at Texas lakes slated to be closed.

Maj. Gen. Hugh G. Robinson, southwestern division engineer, told a news conference that "as a result of public comments and interest by the state of Texas" the Sam Rayburn Park at Sam Rayburn Lake in East Texas and High Point at Proctor Lake in Central Texas would remain open.

The corps announced earlier it was closing 55 parks on 15 Texas lakes as an economic measure.

Sportsmen and recreation lovers protested the closings. The Boating Trades ~~Association of~~ Texas said the 55 parks scheduled for closing had almost 8.7 million visitors in 1981.

The attorney general's department filed suit against the corps seeking time for public comment on the announced closings.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
710 WEST 5th ST AUSTIN, TEXAS 78701

Evening
American-Statesman
Austin, Texas

APR 8 1983

Texas congressmen join fight for parks

365

WASHINGTON (AP) — Members of the Texas congressional delegation have agreed to join in the fight to delay or halt reduction of services by the Army Corps of Engineers at 46 lakeside parks in Texas, several state legislators said today.

THE LEGISLATORS were in Washington to meet with members of the Texas delegation over a Corps plan to partially close 36 of the parks and fully shut down another 10, said state Sen. Carl Parker, D-Port Arthur.

Parker said the legislators met with Sens. John Tower and Lloyd Bentsen, House Majority Leader Jim Wright of Fort Worth and a number of other Texas congressmen.

He said House members from Texas had agreed to seek a meeting with the chairman of the House subcommittee that oversees Corps operations. He said the purpose was to seek agreement on three steps by the Corps.

THE FIRST STEP would be to get the Corps to agree to delay dismantling facilities at the parks while the issue is considered.

The second step would be to provide for public hearings in the areas of the parks on the impact of the closings.

The third step would be to get the Corps to agree not to sell the land even if the parks were closed, thus preserving the land for possible future park use.

PARKER SAID THE legislators were informed that the Corps would spend about $1.5 million in jobs funds to dismantle facilities at the parks, closure of which would save the Corps $395,000 a year.

Parker said that didn't make economic sense.

The legislator said reduction of services at the parks or closure would be very costly to the state in terms of lost tourism revenue.

"If we could keep these parks open, we wouldn't even mind having the Beach Boys down there," said Parker, referring to the recent controversy involving Interior Secretary James Watt, who bowed to White House pressure and lifted his ban on rock groups at the annual Fourth of July festival on the Mall in Washington.

Parker said that originally the Corps had planned to close 58 lakeside parks.

THE STATE HAS filed suit seeking to block the closures.

Other state legislators in Washington to discuss the issue were Rep. Mark Stiles, D-Beaumont; Allen Hightower, D-Huntsville; and Sam Russell, D-Mount Pleasant.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
710 WEST 5th ST AUSTIN, TEXAS 78701

Tribune Herald
Waco, Texas

APR 9 1983

Lawmakers to fight park closings

365

WASHINGTON — Members of the Texas congressional delegation have agreed to join the battle to halt or delay the planned closure of up to 46 lakeside parks operated by the Corps of Engineers in Texas, several state legislators said Friday.

"They've agreed to . . . do what they can and try to get the ear of the Corps," state Sen. Carl Parker, D-Port Arthur, said at a news conference.

Parker said he and three members of the Texas House met with Sens. John Tower and Lloyd Bentsen, House Majority Leader Jim Wright of Fort Worth and others of the Texas delegation.

Saturday
April 9, 1983

Houston Chronicle
Houston's Family Newspaper

Vol. 82 No. 178 25 Cents Houston, Texas 77002 © Houston Chronicle Publishing Compan

Legislators battle plan to close parks in Texas

BY WILLIAM E. CLAYTON JR.
Chronicle Washington Bureau

WASHINGTON — A group of Texas legislators has asked some members of Congress to force the U.S. Army Corps of Engineers to back off from a plan to close dozens of lakeside parks in Texas.

Sen. Carl Parker, D-Port Arthur, said the pressure of a lawsuit filed by Gov. Mark White when he was attorney general has already caused a revision of the Corps plan.

But Parker said the Texans want the Corps barred from selling any of the park land and want full public hearings on the closings.

Opposition to the Corps proposal has already forced the agency to accept a temporary injunction that blocks the dismantling of any of the parks' facilities. But that agreement runs out April 25, Parker said, and the legislators wants the agreement extended pending further hearings.

The group led by Parker was named by Lt. Gov. Bill Hobby and Texas House Speaker Gib Lewis. Accompanying Parker were state Reps. Sam Russell, D-Mt. Pleasant; Mark Stiles, D-Beaumont; and Allen Hightower, D-Huntsville.

The Corps oversees hundreds of small parks throughout the nation located at the edges of lakes and reservoirs the Corps manages. Last year, the Corps proposed to close 403 of them nationwide, including 58 in Texas. White sued and state and federal lawmakers squawked, and the Corps revised its list somewhat, to 46 in Texas.

Parker said the Corps and the state agreed on a temporary court order under which the Corps could close some parks for the time being, but take no action to dismantle their facilities such as boat ramps and picnic tables. The Corps is also directed to get fuller public comment on the closings.

The Texas parks range in size from two to 800 acres and have visitors totaling up to millions a year. The Texas parks being studied for closing are on 15 lakes ranging from Sam Rayburn Lake in East Texas to O.C. Fisher Lake near San Angelo, from Lewisville Lake in North Central Texas to Canyon Lake in the Hill Country.

As a result of protests from U.S. Sen. John G. Tower, R-Texas, and Democratic Reps. Charles N. Wilson of Lufkin and Jack Brooks of Beaumont, the Corps backed off its plans to close Rayburn Park on Sam Rayburn Lake and High Point Park on Proctor Lake.

Sen. Lloyd M. Bentsen, D-Texas, has expressed concern about the Corps plans but has not said how he will protest them. One possible avenue is to submit testimony to the Senate appropriations subcommittee that oversees the Corps budget.

Parker and Don Kennard, a former

(See LEGISLATORS, Page 14)

Legislators fight plan to close parks

(From Page 1)

state senator representing the Boating Trades Association of Texas, said the parks are "not cost-effective" in that they cost more to maintain than they bring in from use fees. But they contended it will cost $1.5 million to close the parks and dismantle their facilities, money that could be spent to improve many of them and thus bring in more revenue.

"We think the Corps ought to explore the idea of a fee system" that would cover more of the costs, Kennard said.

The Corps is made up of "engineers and builders, and they do not like managing parks," Parker contended. "They want to shed the responsibility." The state cannot take it up, because "there just ain't no money," he added.

In a March 29 public notice, the Corps of Engineers announced plans to close Grandview Park at O.C. Fisher Lake at San Angelo; Monterrey, Marion Ferry and Ralph McAllister parks at Sam Rayburn Lake near Lufkin; Bluff and Overlook parks at Stillhouse Hollow Reservoir near Belton; Rogers, McGregor, Leona, White Flint and Iron Bridge parks and Lake Belton; and Beach Grove and Campers Cove parks at Town Bluff Reservoir near Woodville.

Also, the Corps announced plans to close Ham Creek, Morgan Lakeside, Riverside and Nolan River parks at Lake Whitney near Hillsboro; Rattlesnake Hill, Thomas Lake, Overcup, Sherman's Landing, Berry Farm and Highway 59 parks at Wright Patman Lake near Texarkana; Silverlake, Oak Grove, Murrell and Marshall Creek parks at Grapevine Lake at Grapevine; and Lakeside Park at Hords Creek Lake near Coleman.

The agency also announced plans to close Canyon and Cranes Mill parks at Canyon Lake near New Braunfels; Alley Creek, Lone Star, Pine Hill, Copeland Creek, Mims Chapel and Old Bridge parks at Lake O' the Pines near Marshall; Mallard, Cottonwood, Blue Ridge and Culleoka parks at Lavon Lake near McKinney; and Wynnewood, Cottonwood, Sycamore Bend, Big Sandy, Arrowhead and Hickory Creek parks at Lewisville Lake.

Dallas Times Herald

Weather 2
Obituaries 4

State

Saturday, April 9, 1983

Congress members join battle to keep parks open

Associated Press

WASHINGTON — Members of the Texas congressional delegation have agreed to join the battle to halt or delay the planned closure of up to 46 lakeside parks operated by the U.S. Army Corps of Engineers in Texas, several state legislators said Friday.

"They've agreed to go forward and do what they can and try to get the ear of the Corps," state Sen. Carl Parker, D-Port Arthur, said at a news conference.

Parker said that he and three members of the Texas House had met with Sen. John Tower, a Republican, Sen. Lloyd Bentsen, a Democrat, House Majority Leader Jim Wright of Fort Worth and a number of other members of the Texas delegation.

He said the U.S. Congress members had agreed to arrange a meeting with the chairman of the appropriations subcommittee with jurisdiction over the Corps and seek the following commitments:

✓ A delay in the dismantling of equipment and facilities at the parks while the issue is considered further.

✓ The holding of public hearings on the issue in the areas of the parks.

✓ An agreement that, even if the parks are closed, the land will not be sold as surplus but held in reserve for possible future park use.

The Corps last year proposed the complete or partial closure of 58 parks in Texas, and the state filed suit to block the move. The Corps agreed to a temporary court order, effective until April 25, not to begin dismantling any of the facilities at the parks.

A revised Corps plan now calls for closing 10 parks and parts of 36 others.

The Corps estimates that it would cost about $1.5 million to dismantle facilities and take other steps necessary to close the parks.

It estimates the action would save about $372,000 a year.

State Rep. Alien Hightower, D-Huntsville, said the parks were an important source of tourist revenue for the areas they serve, and that "any dollars we can get from tourism . . . we certainly need."

— UPI photo

Texas state representatives in Washington to protest park closures included, left to right, Sam Russell, Mark Stiles, Carl Parker and Alan Hightower.

The Houston Post/Sat., Apr. 9, 1983/ 23A

Help in Congress sought to keep Texas parks open

By JIM CRAIG
Post Washington Bureau

WASHINGTON — Four members of the Texas Legislature said Friday they are seeking congressional support to halt plans by the U.S. Army Corps of Engineers to close or partially close as many as 46 federal lakeside recreation areas in the state.

State Sen. Carl Parker, D-Port Arthur, who headed the delegation, told reporters the group met with Sens. John Tower and Lloyd Bentsen and about half of the House members from the state for help in blocking the planned closings.

Officials of the corps, which built the recreation areas across the state and which maintains them, have said to close 10 and partially close 36 will save money and improve the management of the parks left open.

PARKER SAID HE HAS been informed the federal government will spend $1.5 million in the recently approved jobs bill funding to close down the parks, many of which consist of not much more than boat ramps and picnic facilities.

The state senator said the corps has said cutbacks in the areas, part of a national plan, will save $[illegible] a year.

Parker said the delegation from the Legislature won a commitment from the Texas congressmen to seek agreement by the corps of engineers to extend the April 25 deadline on the agreed injunction, which has until now barred the dismantling of the parks.

Gov. Mark White, as Texas attorney general last year, filed suit against the corps of engineers to keep the parks open. Parker said the parks were closed in October, but the injunction has kept them from being dismantled.

PARKER ALSO SAID the congressional delegation has pledged to support attempts to have public hearings on the proposed closings and win an agreement with the corps of engineers that if the closings occur, the land will not be sold so that it could be used again for public parks.

The Texas lawmaker said House Majority Leader Jim Wright and others said they will seek meetings with the chairman of the appropriate House subcommittee to try to avoid the closings.

Two parks scheduled to be closed already have been spared because of intervention by members of the Texas congressional delegation, Parker said in a press conference in the Capitol.

THE TWO PARKS ARE Sam Rayburn Park in East Texas and High Point Park at Proctor Lake in Central Texas.

If the recreation areas are closed it will be highly unlikely the state could take over the responsibility for the areas because of fiscal problems, Parker said.

"Revenues are down," he said. "There just ain't no money for parks."

Parker, 3 legislators to offer alternatives to closing park gates

BEAUMONT ENTERPRISE
APR 8 1983

By PEGGY ROBERSON
Staff writer

WASHINGTON — State Sen. Carl Parker of Port Arthur and three state representatives will meet the press here this morning to claim victory in keeping open Sam Rayburn Park and High Point Park at Proctor Lake.

The Army Corps of Engineers announced last year that parks on 15 to 22 of the largest lakes it manages in Texas would be closed.

Because of public outcry, the Corps recently backed down from closing parks on Sam Rayburn Reservoir and the Town Bluff Dam, but has insisted on going through with closing all or part of 14 other parks, many of them in the Fort Worth area.

Brig. Gen. Hugh Robinson, the Corps' top officer in Texas, was quoted two weeks ago as saying the anticipated closings were "for the public's benefit and not to save money."

Parker and state Reps. Mark Stiles of Beaumont, Allen Hightower of Huntsville and Sam Russell of Mount Pleasant and Jack Carter from the office of Attorney General Jim Mattox in Austin talked about the parks situation Thursday with Texans in the House and with Sens. Lloyd Bentsen, D-Texas, and John Tower, R-Texas.

The Texas Legislature earlier approved a resolution denouncing the proposed parks closings.

Helping to set up the sessions with congressmen was Texas and Washington lobbyist Don Kennard, representing the Boating Trades Association in Austin.

If the Corps of Engineers shuts the gates to the parks, residents in several places will find they no longer have access to boating ramps already in place, according to an associate of Kennard's.

The Corps says it is interested primarily in "providing a quality recreational experience," according to Robinson, quoted in a recently published interview.

He expects to deny access only to parks that are isolated, plagued by crime or vandalism, or rarely used, Robinson said. He could not be located for further comment Thursday night.

Last year, when he was attorney general, Gov. Mark White filed a suit seeking to reverse the Corps' decision. A judge allowed the Corps to proceed with the closings pending receipt of an environmental impact statement due April 25, but ordered the Corps not to remove fixtures or buildings.

The legislators are expected to reveal at the news conference "some new directions" they expect to go with the aid of members of Congress, to find alternatives to closing the parks.

Hundreds of Texans have objected to the closings in the "public comment" period allowed by the government's rules. Robinson said two-thirds of those who commented objected.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701 477-6755

Sabine Co. Reporter
Hemphill, Texas

APR 14 1983

Rayburn Park Re-Opens

166365

Congressman Charles Wilson was pleased to make the announcement a few days ago that the U.S. Army Corps of Engineers will reopen Rayburn Park at Sam Rayburn Reservior on April 29, 1983. Rayburn Park was closed to vehicular access on October 1, 1982 by the Corps in an action that was originally planned to be permanant.

Wilson was personally involved in negotaitions with top Corps officials in an effort to save the active status of the park and keep its roads on behalf of his constituents–particulary the many senior citizens who had appealed to him for help in keeping the park open.

Local campaign efforts to help change the Corps of Engineers' decison of Rayburn Park included a petition with 5000 signatures collected by Kenneth Young of Bridge City, and active lobbying by Governor Mark White. Wilson expessed his appreciation for the successful assistance both men contributed to this cooperative action.

"Without the vocal protests coming loud and strong from Texas, my case would not have been nearly as effective with the Corps here in Washington," he said.

In addition to reversing its decision to close Rayburn Park, Wilson noted, the Corps has also been able to announce that extensive improvements will be in the works soon because of allocations awarded under the recently passed Jobs Bill. The amount of $400,000 slatmed for Rayburn Park will be put to use for operations and maintenance, and the upgrading of recreational facilities. Among planned improvements will be a water system that meets current Federal and State standards. The work on this system will take several months (during which drinking water will not be available in the Park area) and will involve a new treatment system, or possibly a new well.

Rayburn Park will still be on a schedule of seasonal closings for the winter months of November through February. The Corps reversal of decision in this case brought the number of planned park closings from fifty-five to fifty-three full and partial closing in the state. Wilson has said that he will continue his efforts to convince the Corps to reconsider several other closings. "During a recession," Wilson pointed out, "use of public lands is one of the few leisure options lower income families can afford. It is both unfair and impractical to deny people who are struggling to 'make do' an inexpensive vacation alternative."

PRESS CLIPS
TEXAS PRESS ASSOCIATION

Bowie Co. News
New Boston, Texas
APR 17 1983

Bentsen urges more study of proposed park closings

365 f.1

United States Senator Lloyd Bentsen has urged a Senate subcommittee to take another look at a Corps of Engineers plan to close ten parks and partially close 36 others in Texas, including three on Lake Wright Patman in Bowie County.

Bentsen, a senior member of the Environment and Public Works Committee, which oversees the activities of the Corps, made his views known in testimony submitted Wednesday to the Senate Appropriations Subcommittee on Energy and Water Development.

A petition is currently circulating in Bowie County, urging the Corps to reverse its plans to close the Overcut, Berry Farm and Highway 59 parks on the lake. Picnic tables have been removed from the three popular camping areas, and fences and locked gates have been installed, according to Precinct Four Bowie County Commissioner Paul Fannin.

Fannin is spearheading a drive to get the Corps to reopen the three parks, which were partially closed as part of Corps cost-cutting measures. The roads leading to the lake are still open.

Parks planned for complete closing include Old Bridge at Lake O' The Pines; Mallard Park, Cottonwood Park, Blue Ridge Park and Culleoka Park at Lavon Lake; Wynnewood Park, Cottonwood Park and Sycamore Bend Park at Lewisville Lake; Bluff Park at Stillhouse Hollow; and Noland River Park at Lake Whitney.

Corps plan are located at 12 lakes and other water projects in Texas, including Belton Lake, Canyon Lake, Grapevine Lake, Hords Creek, Lake O' The Pines, Lewisville Lake, O.C. Fisher Lake, Sam Rayburn Lake, Stillhouse Hollow, Town Bluff Lake, Lake Whitney and Lake Wright Patman.

"I would like to call the committee's attention to a problem that has caused considerable reaction in my state-the question of park closings," Bentsen told the subcommittee. "Over the past couple of years the Corps has been evaluating the closure or reduction in use of recreational facilities at Corps lakes."

Bentsen pointed out that last year, the Fort Worth District Office of the Corps proposed to close or partially close 58 park areas. The Texas Attorney General's office filed suit to prevent the action, and the Corps later agreed to an order not to carry out the measures until an Environmental Impact Assessment could be conducted. The order is effective until April 25 of this year.

Last month, the Corps announced it would conduct an Environmental Impact Assessment of a proposal calling for the closing of 10 parks and the partial closing of 36 others.

"It is estimated that this policy will reduce by about 20 percent the number of visits to these Corps parks in Texas each year," Bentsen commented. "As I look to the future, I see more and more people using or wanting to use their taxpayer built recreation facilities."

"I must question whether this policy is penny-wise and dollar foolish," he added. "I must believe that ultimately more facilities will be needed. We could well find that this short-term policy will lead to greater future costs. This is what the committee should closely examine."

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

News
Ennis, Texas

APR 28 1983

Review Period On Park Closures Is Extending

316

"The purpose of this public notice is to advise all interested parties that the District Engineer, Fort Worth District, U.S. Army Corps of Engineers is extending the review period for the Environmental Impact Assessment on proposed park closures within the Fort Worth District.

"Comments regarding the environmental Impact Assessment should be addressed to the District Engineer, Fort Worth District, 819 Taylor Street, Fort Worth, Texas 76102. All factors which may be revalent to the proposal will be considered. If no additional significant comments are received by close of business May 13, 1983, it will be considered that there are no objections. For further information contact Mr. Paul Hathorn or Mr. James Chandler, Planning Division, Fort Worth District at (817) 334-2095, or Mr. Ron Pivonka of Operations Division, Fort Worth District, at (817) 334-2708."

John E. Wright, Major, CE, acting district engineer, makes this announcement.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

Tribune-Herald
Waco, Texas

APR 29 1983

Park closing study extended

365

The Army Corps of Engineers is extending the review period for comment on its Environmental Impact Assessment of 46 park closings or partial closings in the Fort Worth district, officials said Thursday.

Comments concerning the closings should be addressed by May 13 to the District Engineer, Fort Worth District, 819 Taylor Street, Fort Worth 76102. For more information, contact Paul Hathorn or James Chandler with the District's Planning Division at 817-334-2095.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
710 WEST 9th ST. AUSTIN, TEXAS 78701

American
Breckenridge, Texas

JUN 6 1983

Engineers reopen two additional lakeside parks

3/65

AUSTIN — The U.S. Army Corps of Engineers' decision to reopen two additional lakeside parks previously scheduled for closure in a budget cutting consolidation of Texas facilities has been praised by the Boating Trades Association ~~of Texas.~~

~~The Corps~~ announced it will continue full operation of Mallard Park at Lake Lavon and Sycamore Bend Park at Lake Lewisville, bringing the total number of parks reopened to five.

As a result of public protest and discussions with BTAT and other interested organizations, the Corps had earlier announced reopening of Rayburn and Overlook Parks at Sam Rayburn Reservoir in East Texas and High Point Park on Proctor Lake in Central West Texas.

"We are pleased that the Corps of Engineers has demonstrated a sense of concern for the recreational needs of Texans in finding a way to keep these facilities in service," BTAT President Rob Youker said.

Youker also commended Corps officials in Texas for "a new spirit of cooperation" with concerned recreational groups that has resulted from recent meetings.

Youker listed a number of highlights of progressive actions taken by the Corps as a result of the recent negotiations:

—Willingness to consult with the Association and other interested groups on the future planned actions.

—Extension of the public comment period until May 15.

—Reopening of the two lake parks.

—Assurance of no net facilities by this action.

—No action by the District office to dispose of any park land.

"On behalf of a half million boat owners in Texas, we appreciate the leadership of Maj. Gen. Hugh Robinson and Col. Ted Stroup in bringing about better communications and involvement on matters relating to outdoor recreation," he said.

"As a result of our consultations, we have a better understanding of the Corps' problems resulting from budget constraints, and they have a better understanding of the need for maintaining recreational facilities for a growing Texas population.

PRESS CLIPS
TEXAS PRESS ASSOCIATION
710 WEST 9th ST. AUSTIN, TEXAS 78701

Herald
Princeton, Texas

JUN 2 1983

Mallard Park to be reopened full time

3/65

Sometimes you CAN fight City Hall--and the U. S. Army Corps of Engineers.

The Corps announced last week that it will continue full operation of Mallard Park on Lake Lavon, about halfway between Copeville and Lavon.

Since the Corps announced the closing of a number of parks in budget-trimming efforts, a public outcry has arisen and the voices of many of the complainers apparently have been heard in Washington.

The Corps announced that it will resume operation of Mallard Park on Lavon and Sycamore Bend Park on Lake Lewisville. That brings to five the number of parks reopened within the last few weeks, the others being Rayburn and Overlook Parks on Sam Rayburn Reservoir and High Point Park on Proctor Lake in Central West Texas.

The reopening of the two parks was praised by the Boating Trades Association of Texas. Association President Rob Youker commended Corps officials in Texas for "a new spirit of cooperation" with concerned recreational groups.

He said that as a result of meetings with Corps officials Maj. Gen. Hugh Robinson and Col. Ted Stroup, "we have a better understanding of the Corps' problems resulting from budget constraints, and they have a better understanding of the need for maintaining recreational facilities for a growing Texas population."

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

Courier-Gazette
McKinney, Texas

MAY 19 1983

Mallard to reopen

365 p-1

By ROSIE CARBO
Staff Writer

Congressman Tom Vandergriff D-Arlington, who represents the 26 Congressional District said Wednesday, in his monthly telephone conference, that he is pleased that several lake parks will reopen soon.

And although Mallard Park is one of those parks which is not in his district, he said he was certain that the residents who use the park at Lake Lavon would be happy to learn that it will soon be accessible once again.

Vandergriff said that Mallard Park, which was closed by the U.S. Army Corps of Engineers because a shortage of funds could not provide the needed patrol of the area, is scheduled to reopen on June 18.

The freshman congressman from Arlington said that through negotiations with Corps and city-county officials in areas near the parks, it was decided to reopen several metroplex parks, including Mallard.

"I really appreciate the Corps attitude through some rather lengthy discussions," he said.

Vandergriff said that the decision to reopen the parks was not a decision which emerged from any committee meetings.

Instead, the move came as the result of many protests from constituents who expressed concern that these recreational areas had been closed.

He added that although the Corps and county-city officials may still be concerned about operating costs, "there is a greater public interest that dictates" that the parks should be reopened.

Vandergriff

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

Herald-Press
Palestine, Texas

MAY 22 1983

Five lakeside parks to remain open

365

AUSTIN (AP) — Five lakeside parks previously marked for closing at federal reservoirs in Texas because of budget reasons will be kept open, the U.S. Corps of Engineers said Thursday.

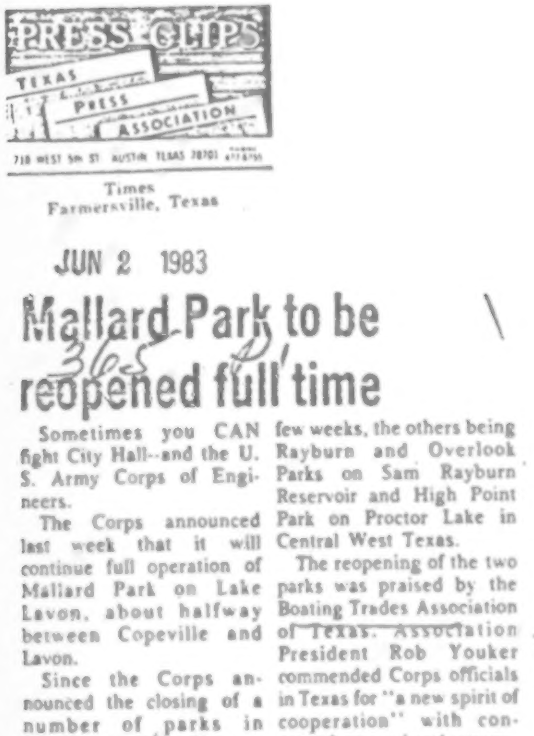
"No facilities or park land will be lost in this process," Col. Ted Stroup, Fort Worth district engineer, told a news conference. "All project lands classified for recreation under current regulations will be retained. None will be sold and the public will not be denied access to any of our land."

The news conference was held to announce the revised park closure plan following negotiations involving the Corps of Engineers, the attorney general's office, the Texas Conservation Foundation, Texas Parks and Wildlife Department and the Boating Trades Association.

The corps originally announced 55 parks on 13 corps of engineers reservoirs in Texas would be affected by shutdowns or partial closures. The revised plan calls for budget cutbacks at 44 parks. Eight parks will have access by pedestrians only and 36 others will have limited vehicular access, mostly for boat ramp users.

The corps said five parks, originally scheduled for closing, will continue in full operation — Rayburn and Overlook Parks at Sam Rayburn Reservoir, High Point Park on Proctor Lake, Mallard Park at Lake Lavon and Sycamore Bend Park at Lake Lewisville.

Of the original 55 parks, the Texas Parks and Wildlife Department has agreed to operate Cassel-Boykins Park at Sam Rayburn Reservoir. Nine other parks have been taken over by local governments for operation.



PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

Times
Farmersville, Texas

JUN 2 1983

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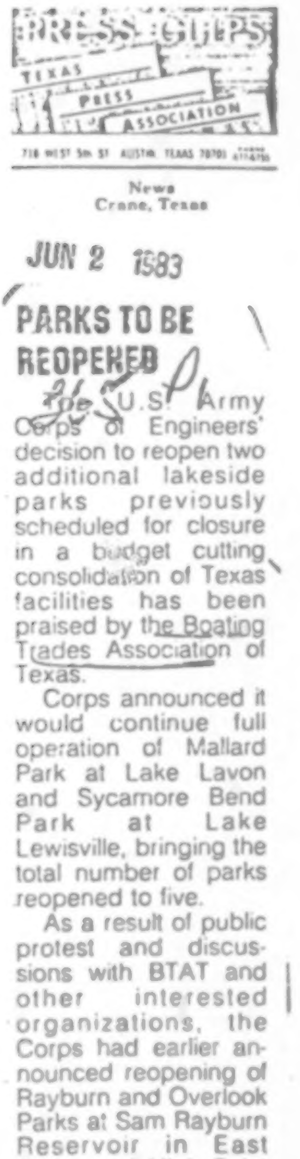

PRESS CLIPS
TEXAS PRESS ASSOCIATION
718 WEST 5th ST AUSTIN TEXAS 78701

News
Crane, Texas

JUN 2 1983

PARKS TO BE REOPENED

The U.S. Army Corps of Engineers' decision to reopen two additional lakeside parks previously scheduled for closure in a budget cutting consolidation of Texas facilities has been praised by the Boating Trades Association of Texas.

Corps announced it would continue full operation of Mallard Park at Lake Lavon and Sycamore Bend Park at Lake Lewisville, bringing the total number of parks reopened to five.

As a result of public protest and discussions with BTAT and other interested organizations, the Corps had earlier announced reopening of Rayburn and Overlook Parks at Sam Rayburn Reservoir in East Texas and High Point Park on Proctor Lake in Central West Texas.

TEXAS PRESS ASSOCIATION

Record-News
Wichita Falls, Texas

MAY 20 1983

Corps of Engineers revises park closure plan

315

AUSTIN (AP) — The U.S. Corps of Engineers said Thursday that five lakeside parks previously marked for closing because of budget reasons will be kept open.

"No facilities or park land will be lost in this process," Col. Ted Stroup, Fort Worth district engineer, told a news conference. "All project lands classified for recreation under current regulations will be retained. None will be sold and the public will not be denied access to any of our land."

The news conference was held to announce the revised park closure plan following negotiations involving the Corps of Engineers, the attorney general's office, the Texas Conservation Foundation, Texas Parks and Wildlife Department and the Boating Trades Association.

The corps originally announced 52 parks on 13 corps of engineers reservoirs in Texas would be affected by shutdowns or partial closures. The revised plan calls for budget cutbacks at 44 parks. Eight parks will have access by pedestrions only and 36 others will have limited vehicular access, mostly for boat ramp users.

The corp said five parks, originally scheduled for closing, will continue in full operation — Rayburn and Overlook Parks at Sam Rayburn Reservoir, High Point Park on Proctor Lake, Mallard Park at Lake Lavon and Sycamore Bend Park at Lake Lewisville.

Of the original 55 parks, the Texas Parks and Wildlife Department has agreed to operate Cassel-Boykins Park at Sam Rayburn Reservoir. Nine other parks have been taken over by local governments for operation.

John Carter, assistant attorney general, told the news conference that as a result of the corps' revised plan the state was dismissing a federal court suit which claimed the corps has not considered the environmental impact of the park closures and had not given the public a chance to comment.

PRESS CLIPPINGS
TEXAS PRESS ASSOCIATION

Tribune
Bay City, Texas

MAY 22 1983

Parks to be kept open

365

AUSTIN (AP) — Five lakeside parks previously marked for closing at federal reservoirs in Texas because of budget reasons will be kept open, the U.S. Corps of Engineers said recently.

"No facilities or park land will be lost in this process," Col. Ted Stroup, Fort Worth district engineer, told a news conference. "All project lands classified for recreation under current regulations will be retained. None will be sold and the public will not be denied access to any of our land."

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The corps said five parks, originally scheduled for closing, will continue in full operation — Rayburn and Overlook Parks at Sam Rayburn Reservoir, High Point Park on Proctor Lake, Mallard Park at Lake Lavon and Sycamore Bend Park at Lake Lewisville."

Of the original 56 parks, the Texas Parks and Wildlife Department has agreed to operate Cassel-Boykins Park at Sam Rayburn Reservoir. Nine other parks have been taken over by local governments for operation.

TEXAS PRESS ASSOCIATION

News
Longview, Texas

MAY 20 1983

Most Texas parks to remain open under Corps compromise

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AUSTIN — U.S. Army Corps of Engineers announced a compromise Thursday that will keep all but eight of the federally-owned lakeside parks open to vehicles and boats.

The Corps of Engineers drew the ire of Texas Congressmen, the Texas Legislature and the public last year when they announced that 59 Texas parks would be closed or restricted because of President Reagan's budget cuts.

Under the compromise, roads will be kept open to boat ramps in 36 parks although roads to some campsites will be closed.

Vehicles will be banned in eight parks that will be used for hiking, hunting, fishing or wildlife study.

Local governments are leasing and managing nine parks, including McLennan County which took over Speegleville II and Highway 25 parks.

The Corps will operate five parks, including Rayburn and Overlook at Sam Rayburn Reservoir, without any new restrictions. The state of Texas will operate Cassel Boykin Park at Sam Rayburn Reservoir.

"No facilities or park land will be lost in this process," said Col. Ted Stroup, Fort Worth district engineer for the Corps. "None will be sold and the public will not be denied access to any of our land."

The 36 parks with access to boat ramps include:

- Rogers, McGregor, Leona, White Flint and Iron Bridge on Lake Belton;
- Alley Creek, Lone Star, Pine Hill, Copeland Creek and Mims Chapel on Lake of the Pines;
- Monterrey and Marion Ferry on Lake Sam Rayburn; Overlook on Stillhouse Hollow Lake; Ham Creek, Morgan Lakeside and Riverside on Lake Whitney.
- Grandview on O.C. Fisher Lake; Rattlesnake Hill, Thomas Lake, Overcup, Sherman's Landing, Berry Farm and Highway 59 Park on Wright Patman Lake.

The eight parks where vehicles will be banned are Old Bridge on Lake of the Pines; Cottonwood, Blue Ridge and Culleoka on Lake Lavon; Wynnewood on Lake Lewisville; Ralph McAlister on Lake Sam Rayburn; Bluff on Stillhouse Hollow; and Nolan River on Lake Whitney.

PRESS CLIPS
TEXAS PRESS ASSOCIATION

Tribune-Herald
Waco, Texas

MAY 20 1983

365

Corps will keep most parks open

Cox News Service

AUSTIN — The U.S. Army Corps of Engineers announced a compromise Thursday that will keep all but eight of the state's federally owned lakeside parks open to vehicles and boats.

The Corps of Engineers drew the ire of Texas Congressmen, the Legislature and the public when it announced last year that 58 Texas parks would be closed or their use restricted because of budget cuts.

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The Corps will operate five parks, including Rayburn and Overlook at Sam Rayburn Reservoir, without any new restrictions. The state of Texas will operate Cassel-Boykin Park at Sam Rayburn Reservoir.

"No facilities or park land will be lost in this process," said Col. Ted Stroup, Fort Worth district engineer for the Corps. "None will be sold and the public will not be denied access to any of our land."

But picnic tables and other facilities at some seldom-used sites will be moved to parks with greater attendance. Stroup said boat ramps will be maintained at most areas where they now exist and camping by organized groups will be allowed with prior approval from the local reservoir office.

The Nature Conservancy

1800 North Kent Street, Arlington, Virginia 22209
(703) 841-5300

STATEMENT SUBMITTED TO THE SENATE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS

September 23, 1983
by L. Gregory Low, Executive Vice President
The Nature Conservancy

I would like to compliment Senator Wallop for his sponsorship of S. 1090, the National Outdoors Recreation Review Act of 1983, and thank the Committee for the opportunity to submit testimony concerning it. The Nature Conservancy has reviewed the findings of Outdoor Recreation for America in 1983 and endorses the creation of a National Outdoor Recreation Resources Review Commission to revise and revitalize the work of the first Commission twenty years ago.

A national, non-profit organization begun in 1951, The Nature Conservancy is dedicated to the protection of ecologically significant natural areas and the diversity of life they support. We are the largest private purchaser of natural lands for conservation in this country. Last year alone, we acquired 106,000 acres with a fair market value of approximately $40 million. Over the past twenty years, in addition to establishing 700 nature preserves of our own, we have assisted the federal government with $150 million worth of land acquisitions--at an estimated savings to the government of about $50 million. The Conservancy maintains the largest privately-run nature preserve system in the world. The preserves, ranging in size from less than one acre to over fifty thousand acres, are managed for the protection and enhancement of the rare or endangered species or ecosystems they protect. Most Conservancy preserves are open to the public for passive recreation (such as hiking, nature study, bird watching, and photography) and educational uses.

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The Conservancy fully supported the recommendations of the original Outdoor Recreation Resources Review Commission. In particular, the Land and Water Conservation Fund, conceived by that Commission, has played a major role in the conservation of significant lands across the country, which are now available for the public's outdoor use. However, along with the social and economic changes discussed in Outdoor Recreation for America in 1983, the growing federal deficit and reductions in federal spending in certain programs has brought about a serious decline in annual appropriations to the Land and Water Conservation Fund for land acquisition. This has happened at a time when, as the study points out, there has been an "increasing demand for outdoor recreation" and "drive for environmental quality." There is a definite need for a fully funded, stable, long-term source of funding for land acquisition, such as the Land and Water Conservation Fund. In addition, new, creative, and cost-effective ways must be found to provide for the protection of lands for recreation and conservation purposes.

The Nature Conservancy supports the proposed scope of the Commission's study as it is presently conceived in S. 1090. We recommend that the Committee specify that the scope specifically include significant natural areas, which can be made available for public recreation use. The existence of unimproved natural areas and the opportunity to enjoy the wilderness experience will become increasingly important to our spiritual and physical welfare in the coming decades.

In conclusion, The Nature Conservancy encourages the speedy passage of S. 1090 and the establishment of a new Outdoor Recreation Review Commission. We stand ready to assist the work of that Commission toward our mutual goal of protecting America's most significant lands and waters for the use, enjoyment, and benefit of the public.

S. 1090 - FTR

SPORT FISHING INSTITUTE

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Wm. P. DuBose, IV
Research Specialist

September 30, 1983

Senator Malcolm Wallop
Subcommittee on Public Lands
Senate Committee on Energy
& Natural Resources
Room 360
Dirksen Office Building
Washington, DC 20515

Dear Senator Wallop:

The Sport Fishing Institute is a non-profit, tax-exempt, broadly based conservation organization, staffed entirely by fisheries scientists, devoted to the protection, enhancement and wise utilization of America's freshwater and marine aquatic resources. SFI believes that S 1090, which would authorize an 18 month study on the future of outdoor recreation in the United States is an important first volley in what we hope will become a groundswell to pull in the reins on the rush to reduce government involvement in outdoor recreation programs. The fish and wildlife resources of this nation are public trust resources. As such, the stewards are our public government agencies. While the administration's thrust to reduce government involvement may be appropriate in certain areas of commerce which are attractive to private sector investment, there is essentially no private sector counterpart to protect and enhance fish and wildlife resources.

It is timely, and in this country's best long-term interest, to refocus on the public need for outdoor recreational opportunities including the fish and wildife resources upon which so much outdoor recreation depends.

It is for these reasons, that the Sport Fishing Institute strongly supports the objectives contained within your proposed legislation, and we endorse and support positive action on the bill by the Subcommittee. We would ask that this letter be entered into the formal record of hearings on S 1090.

Best wishes.

Sincerely yours,

Norville S. Prosser

Norville S. Prosser
Executive Secretary

NSP/nah

The National Non-Profit Fish Conservation Organization

FTR

Wildlife Management Institute

Suite 725, 1101 14th Street, N.W., Washington, D.C. 20005 • 202/371-1808

DANIEL A. POOLE
President
L. R. JAHN
Vice-President
L. L. WILLIAMSON
Secretary
WESLEY M. DIXON, Jr.
Board Chairman

September 23, 1983

The Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands and Reserved Water
Committee on Energy and Natural Resources
Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

The Institute endorses the objectives of S. 1090, to establish a National Outdoor Recreation Resources Review Commission that will study and recommend recreational policies and activities for the future. We feel keenly that the time is at hand for a reassessment of recreational problems and opportunities.

We offer one suggestion that pertains to selecting members of Congress to serve on the Commission that would be created by S. 1090. The Senate and House Interior and Insular Affairs Committees were heavily represented on the old ORRRC group. Consequently park-type issues, in our opinion, received disproportionate attention relative to their importance in American outdoor recreation.

We urge that representation from the Senate and House committees having responsibilities for fish, wildlife and agriculture be contemplated in the new Commission. Fish, wildlife and national forests within the cognizance of those committees are involved heavily in outdoor recreation. The National Forest System, in fact, is the nation's single largest supplier of outdoor recreation. And wildlife-associated recreation was a $40 billion industry in 1980 which was larger than the assets of General Motors. Individuals possessing knowledge and understanding in those subject areas, if given an opportunity to serve on the Commission, will give breadth to its recommendations. This dimension was lacking in the original ORRRC group and the programs that flowed from it.

We appreciate the opportunity to comment on this important legislation and trust that the committee will expedite its enactment.

Sincerely,

Daniel A Poole

Daniel A. Poole
President

DAP:bsg

FTR

Rockin' Cheer Farm
The Voigts

Blackshear, Ga. 31516
Route 3, Box 3557
Phone 912-449-5271

1983 OCT - [illegible] 1:5

September 30, 1983

Mr. Malcolm Wallop
Member of the Senate
Washington, D. C., 20510

Dear Senator Wallop:

Please ask that this letter-statement be put in the record of the September 23 hearing on your S. 1090. As a citizen with personal knowledge of factors involving the first Outdoor Recreation Resources Review of 1958-1962, I strongly favor what S. 1090 would seek to bring about.

Doubtless others noted for the record that we are racing into unknown and at least partly unforeseeable changes in our way of life because of the computer, the robot, the laser, and gene-splicing or bio-engineering. A few hold that these will increase job opportunities, but the majority who have spoken and written on the subject seem to lean the other way. *U. S. News & World Report* on May 9, 1983, predicted that by the end of the century the 40-hour work week will be gone and replaced by the 30- to 32-hour week. In my view, this could be cut even deeper, and a work-sharing situation be created to try to prevent massive unemployment (Recently the CBS Evening News forecast that at least a million jobs will have been lost to the new Information Age by the end of the century, only a bit more than 16 years ahead.)

The result can mean an extraordinary outpouring of Americans with added days of leisure on their hands, seeking recreation in the out-of-doors that requires no spectator benches, although the organized sports also will claim added millions of supporters. Other millions suddenly faced with extra time with no habitual place to go, motions to make, things to do, will engage in other constructive activities. However, we simply must recognize that if the extra onslaught on our outdoor recreational resources comes, as it likely will, we are far from prepared to cope with it. As far back as 1972 the National Park System was so overloaded at choicer places that it called a symposium of hundreds of experts at Yosemite to offer suggestions of how to meet the problem. Today, if one wishes a cabin for a week in summer at one of our Georgia parks, he or she must ask for reservations in January, and the situation is similar nearly everywhere. The Forest Service, in its 1985 update of its RPA, forecasts a huge increase in national forest recreational demand.

A new Outdoor Recreation Resources Review appears to be our top priority in its field of interest.

When the late great conservationist, Joseph W. Penfold, originated the idea of the ORRRC of the late 1950s, and drafted the bill that created the commission, he showed great vision that the Congress quickly recognized and pursued to successful results. The so-called Diamond Commission created by Resources For the Future, Inc., has demonstrated conclusively that a new ORRRC is needed now.

My information is that some members of the Senate, including one from my home state, have questioned the need for such a new ORRRC. I earnestly hope that the September 23 hearing report, and gentle persuasion by sponsors of the measure you introduced, will now change their minds and give S. 1090 their full support.

Sincerely,

Wm Voigt, Jr.

William Voigt, Jr.

FTR

UNITED STATES RECREATIONAL
SKI ASSOCIATION

EP 29 AM 5:06

September 27, 1983

Tony B.

The Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands and Reserved Waters
United States Senate
3204 Dirksen Office Building
Washington, D.C. 20510

Dear Senator Wallop:

The United States Recreational Ski Association (USRSA), would like to provide you with their comments regarding S.1090, the National Outdoor Recreation Resources Review Act of 1983. USRSA, formerly United States Ski Association - Sports, is a national membership organization of individual skiers, and has been the officially recognized voice of American skiers for over 79 years. Public land issues are of critical interest to us owing to the fact that over 50% of existing downhill ski areas in this Country are located upon national forest lands. In addition, a very sizeable portion of the undeveloped terrain left for future use is also under the jurisdiction of the Forest Service.

The relationship of the ski industry and the government, through the Forest Service, is an excellent example of the public and private sector working together to supply recreational needs. Ski areas operate under a permit, for which they pay a fee, but the working capital to build and maintain these areas comes from the private sector, and represents no financial burden for the government. We have instances of over two decades of experience in seeing this system work effectively and to the benefit of both the government and the public. Today, with so many constraints upon federal spending, this partnership of the ski industry and the Forest Service brings skiing to many thousands of people, skiing that could not be provided if federal funding were required.

Our Forest Service ski areas are well run, well maintained, and create recreational opportunities for a large percentage of people in a relatively small area -- a wise use of public lands. The skiing consumer considers himself to be a partner in this unique melding of the public and private sector. USRSA, as the representative of skiers, works closely with the ski industry to solve mutual problems, and to assist in making the process work effeciently and effectively. We are proud of our ski industry, and of the high quality of recreation they provide our members in national forest ski areas.

THE MEMBERSHIP
ASSOCIATION FOR
RECREATIONAL SKIERS

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WASHINGTON, D.C. 20006
202/659-8814

The growth of the popularity of the sport of skiing has been phenomenal - increasing by 650% between 1960, when the last recreation policy review was underway, and 1982. Participation in skiing has not only outpaced population increases -- it has also outpaced government projections. In a 1965 study, the federal government projected that there would be 7 million visitor days for skiing in 1980. In actual fact, by 1977, there were already 12 million skier visitor days. Neither rising costs nor years of less than adequate snowfall have slowed this march forward of skier demand. It has been estimated that the 11 ski areas within one hour's driving time of Los Angeles put 1,000 new skiers on the slopes every weekend. Together, they add up to some 19.5 million individuals, in all walks of life, with incomes from low to moderate to high, and including thosewho are blind, who are amputees, or deaf, the older American and the younger American, all participating in the sport of skiing.

Skiers in the State of California stand in hour long lift lines, they ski by reservation, on slopes so crowded that skier hit and run legislation had to be enacted. Yet even with these constraints the sport is such that demand grows. Why we ask, are over 1 million California skiers still skiing on the same 17,000 acres of land they had 15 years ago? Why has no new ski area been approved since 1969, even though the demand has been clearly demonstrated? The reason, in part, is that this Nation's ideas regarding land use are stuck in the 60's, while the people try to cope with the reality of the 80's. We need to carefully review our attitudes about recreation, and the role it plays in modern life, and its relationship to the environmental question.

The last ORRRC review reacted to unrestrained use and unwise judgement with laws and programs dedicated to Wilderness, and to preservation as the answer to environmental problems. The ensuing years have been ones of almost total dependence upon Wilderness as "the" acceptable recreation. Millions of other recreationists, besides skiers, including campers, hikers, ORV and four-wheel drive users, motorcyclists, rock hounds, fishing, archery, horseback riding and boating enthusiasts, river rafters and snowmobiliers, do not suffer from a lack of resource base, but from a bias in our land management decisions which precluded their use.

We need access - equitable access to our public lands - proper management, roads, trails, sanitary facilities, campgrounds, ski lifts, lodges, and all the other facilities and services which are such an important ingredient in providing Americans with quality outdoor recreational experiences. Quality of life is emerging as an ever more important element in American life, and with it comes a rapidly growing need for many diverse forms of recreation, the majority of which depend upon managed facilities and lands.

We must as a Nation take a careful look at what the needs are, and how they can be provided. And an important part of this equation is how to adopt modern knowledge and technology regarding environmental matters to permit the necessary and legitimate uses.

The recreational priorities of today have changed - there are more people, more stress, more need for the physical and emotional renewal of recreation. There are needs and desires that cannot be met through Wilderness, as more and more people choose sports like skiing that require development, or the use of ORV's and four-wheel drive vehicles as their method of enjoyment of the Country's natural resource bounty. Yet still today we set aside more and more land into vast forest museums, denying countless other types of enjoyable, legitimate, reasonable recreation. It is our firm belief that a careful review of what we have, what we want, and how we can provide it, in the ORRRC process, will begin the necessary reversal of current inequitable resource allocation.

Recreationists deserve a role in deciding what opportunities will be available to us, but today, that is really not happening.

As with other recreationists, the skiing consumer of today has changed dramatically from the skier of yesterday. The have experienced the problems that lack of understanding and out-of-date policies, regulations and basic attitudes have caused. And they have reacted by becoming informed and aware consumers, and expressing this concern in sensitive consumer efforts to change and modify recreational policies to solve their problems.

On behalf of the U. S. Recreational Ski Association, and the millions of other individuals who desire and need logical, reasonable and equitable recreation programs and regulations, and who would benefit from a new, fresh look at our policies in providing fun and enjoyment for out citizens, we thank you for your support of this review of recreation in American, and stand ready to assist you in every possible way to bring it to a successful conclusion.

Very truly yours,

Nancy J. Ingalsbee

Nancy J. Ingalsbee
Director of Government Relations

FYR

NACD

September 26, 1983

The Honorable Malcolm Wallop
Chairman, Subcommittee on Public Lands
and Reserved Water
Senate Committee on Energy & Natural
Resources
U.S. Senate
Washington, DC 20510

Dear Senator Wallop:

Because of the press of other matters, we were unable to testify at the September 23 hearing on S.1090. Therefore, we respectfully request that the enclosed statement be included in the official record of the hearing.

Thank you.

Sincerely,

Charles L. Boothby

Charles L. Boothby
Executive Secretary

Encl.

National Association of Conservation Districts
Rm. 730, 1025 Vermont Ave., N.W., Washington, DC 20005
Phone (202) 347-5995

NACD

SUMMARY
by the

National Association of Conservation Districts
on

S.1090
The National Outdoor Recreation Resources Review Act of 1983

NACD fully supports the provisions of S.1090 which will establish a National Outdoor Recreation Resources Review Commission. Our member districts and NACD itself have been heavily involved in outdoor recreation. Our districts and cooperating agencies are the source of much of the local technical assistance given to local government and private entrepreneurs who wish to develop outdoor recreational facilities. NACD, in 1976, developed the one and only national inventory of private outdoor recreation facilities.

NACD feels strongly that the private sector ought to provide the bulk of outdoor recreational experiences, but in order to do that it has some very concrete needs. We believe that there is a lack of technically trained people in government and in our universities able to assist managers of privately owned recreational facilities. The Commission, called for in the bill, needs to take a close look at the credit made available for private facility development through such agencies as FmHA and SBA. It is clear to us that America needs this reassessment of outdoor recreation opportunities after going through the most explosive growth in outdoor recreation we have ever known.

Respectfully submitted,

Charles L. Boothby
Executive Secretary

National Association of Conservation Districts
Rm. 730, 1025 Vermont Ave., N.W., Washington, DC 20005
Phone (202) 347-5995

STATEMENT
of the

National Association of Conservation Districts
before the

Senate Energy and Natural Resources Committee
Subcommittee on Public Lands and Reserved Waters
on

S.1090
The National Outdoor Recreation Resources Review Act of 1983

September 23, 1983

Mr. Chairman, members of the Committee:

I am Charles L. Boothby, Executive Secretary, National Association of Conservation Districts. Our association represents the nearly 3000 soil and water conservation districts and their state associations in the 50 states, Puerto Rico, the Virgin Islands and the District of Columbia. Our member conservation districts are chartered under state law and are authorized to carry out a wide range of conservation and resource development projects including those involved in outdoor recreation. In carrying out this mandate, they have entered into memoranda of understanding with both the Department of Interior and the Department of Agriculture.

I would like to share some of our association's views on S.1090 which would create a second National Outdoor Recreation Review Commission whose function, among other things, will be to examine the existing policies, programs and opportunities in outdoor recreation whether by federal, state, local government or by private concerns.

When one looks back at the action of this Congress by the passage of legislation creating the first Outdoor Recreation Resources Review Commission in 1958, I doubt whether the tremendous impact it was to have was fully understood.

At that time, we already were developing as a nation of two and three car families. But it is evident by what happened that we did not expect the advent of the all-terrain vehicles and the tremendous demand on America's recreational resources. We believe that the pioneering work done by the original Commission was needed and has shown to have served a very useful purpose of assessing what was needed and creating institutions such as the Bureau of Outdoor Recreation. The stimulus of grant programs such as LAWCON and loan programs under the Farmers Home Administration has done much to help meet the demand for outdoor recreation.

National Association of Conservation Districts
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In particular, we view the stimulus given state government under this pioneering legislation as one of the more important things to occur. It has helped state government gear up for the recreational demands in their jurisdiction without adding the heavy hand of the federal government on top of it.

America's conservation districts were also impacted by this legislation. In the 1960's, the interests of resource users were sharing attention with the interests of resource owners. It was not that farm and ranch conservation work had become less important, but simply, a whole series of major conservation problems affecting large numbers of people had been set in motion by our nation's social and economic growth.

Our association's position throughout that period of growth in outdoor recreation, as well as today, is one that supports programs for outdoor recreation. We view recreation as a human need contributing to human happiness essential to the well being of all people and necessary for the fullfillment of each individual. The desire for outdoor recreation is fundamental to us because it embodies activities which remind us of our beginning as a nation and as individuals, and because of man's desire to remain close to the basic natural resources of soil, water, and clean air, as well as the wonder of evolving plant and animal life.

Mr. Chairman, members of the Committee, NACD supports S.1090 which recognizes that a reassessment of our outdoor recreation program is needed after the 20-year period since the first ORRRC report was published.

NACD and its member districts are particularly concerned with the private sector. In particular, we endorse the following statement made for the first ORRRC report, "...individual initiative in private enterprise should continue to be the most important force in outdoor recreation, providing many and varied opportunities for a vast number of people, as well as goods and services used by people in their recreation activities...It should also stimulate desirable commercial development, which can be particularly effective in providing facilities and services where demand is sufficient to return a profit."

NACD considers outdoor recreation as a marketable product of privately owned lands that should be regarded as an alternate land use, along with the production of food and fiber, in the multiple-use operation of farm and ranch resources.

NACD felt so strongly about this aspect, that in 1976, it coordinated a national inventory of outdoor recreation facilities on private property. That inventory was a county-by-county inventory of 39 types of activities from private campgrounds to fee fishing ponds. In conjunction with this, a thorough county analysis was taken on what recreation facilities were still needed. This was a cooperative venture with the Soil Conservation Service and the Bureau of Outdoor Recreation and remains the only source of nationwide information on the private sector. More than 33,000 people served on County Coordinating Committees. The needs inventory was determined by professionals in the field of recreation in each county of our nation.

This inventory became the basis for the private sector information in many of the State Comprehensive Outdoor Recreation Plans required for state eligibility under LAWCON. We recommend that an appraisal be undertaken again since there still are many gaps in our knowledge of the diversity of the private sector.

We recommend that the following be part of the responsibilities undertaken by the Commission as called for in S.1090:

1) That the Commission evaluate the level of involvement of university and government agencies with recreation responsibilities and the availability of trained and skilled personnel to assist managers of privately owned recreational facilities.

2) That the Commission examine the availability of credit through such agencies as FmHA so that the private sector can compete with public recreation facilities.

3) That the Commission review the research in outdoor recreation presently being undertaken by the federal Extension Service and the Economic Research Service. There is a virtual lack of guidelines and management assistance which the private sector can utilize. Neither is there adequate research on effective demand measurements needed to enter various income producing outdoor recreation enterprises. Our university systems and associated research agencies must be heavily involved in building a data and information base which the private sector can utilize in making decisions.

Mr. Chairman, we urge this Committee to place heavy emphasis not only on the status of government programs in outdoor recreation, but also on what is needed to further enhance the government's role in assistance to the private sector.

It is clear that America needs a reassessment of its recreation policy. We support the call for such action as contained in S.1090.

Thank you for the opportunity to present the views of our association.

[illegible] FYR

National Marine Manufacturers Association

NMMA

2550 M STREET N.W.
WASHINGTON, D.C. 20037
(202) 296-4588

RON STONE
DIRECTOR
GOVERNMENT RELATIONS

September 2, 1983

Hon. Malcolm Wallop, Chairman
Senate Committee on Energy and
Natural Resources
Public Lands and Reserved Water
Subcommittee
308 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

We understand that your Subcommittee will hold a public hearing September 23, 1983 on S. 1090, the National Outdoor Recreation Resources Review Act of 1983.

It is already established by testimony which we presented June 28, 1983 to the Intergovernmental Relations Subcommittee of the Senate Committee on Governmental Affairs that we very much support this bill. However, we were looking forward to the opportunity to let you know how much we appreciate your wisdom and farsightedness is originating S. 1090.

Unfortunately, the September 23 hearing date falls in the middle of our big marine trade show in Chicago, which for us is "the event" of the year. All of our staff is committed to this effort.

Therefore, in lieu of appearing in person at the hearing, we hereby respectfully request that the enclosed written testimony be entered into the hearing record.

Thank you for your consideration, and keep up the good work!

Sincerely,

Ron Stone

Ron Stone, Director
Government Relations

STATEMENT OF THE NATIONAL MARINE MANUFACTURERS ASSOCIATION CONCERNING S. 1090 IN CONNECTION WITH ITS SEPTEMBER 23, 1983 HEARING BY THE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE, SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

The National Marine Manufacturers Association, the national association representing more than 700 manufacturers of recreational marine equipment, wishes to express its unqualified support of S.1090.

Our industry identifies very strongly with the findings in the recent report of Mr. Rockefeller's Outdoor Recreation Policy Review Group published earlier this year. This report is the foundation for S.1090.

Recreational boating typifies what has happened in this country socially and economically over the past 20 years to change and accelerate Americans' demand for outdoor recreation opportunities.

Today there are more than 60 million people boating - that's 20 million more than in the 1960's. Today there are nearly 12 1/2 million pleasure craft of every description in use on our nation's waterways - that's 4 1/2 million more than in the 1960's. Annual retail expenditures on new and used boating equipment, facilities and services are $8.1 billion - that's $5.1 billion more than in the 1960's.

Boating is one of the top ten fastest growing sports in America.

Contrary to popular impression, boating is not the domain of the wealthy yachtsman. Well over 90% of the nation's registered boat owners are middle to lower income class people with boats under 16 feet which they trailer back and forth to the water. Our industry had made a deliberate effort to make boating more affordable to more people than ever before. Today, you can buy an outboard boat, the outboard motor to propel it, and the trailer to transport it from your home to the water-all for under $5,000.

There are many reasons for the dramatic increase in the boating population, which should be evident to outdoor recreation policy makers in government. They include more discretionary income because more than one adult member of the household is working, shorter work weeks, a recognition of boating as an economical entertainment source for the whole family, something the family can do together that helps to keep the family together, the national mania over fitness and health, and the shift in population to the sunbelt where the climate is conducive to year-round boating. All these factors combine to create a greater demand than ever before for recreational boating facilities.

Yet at a time when one would expect governments to be doing more about facilities to ease outdoor recreation pressures, in boating at least we can attest to the fact that they are doing less. Budget restrictions is the most often given reason, but we question whether that is the root of the problem. When it comes to boating we detect a bias or lack of understanding. We saw it in the administration of the Land and Water Conservation Fund; we are seeing it again in recent conclusions reached by the Office of Management and Budget and the Department of Transportation in raising objections against proposed legislation for spending federal tax on fuel used in recreational boats for construction and repair of boating facilities. The attitude is that funding of facilities used by a limited segment of the population is appropriately left to local governments and the private sector and is not a proper role for the federal government.

We in boating desperately need a reassessment of the role of the federal government, because present policy based upon erroneous assumptions is prejudicing our case. The federal government needs to be made to see that

--More than 60 million Americans, or one out of four, go boating;

--Boaters are not a bunch of fat cats who can afford to take care of themselves;

--Boaters are not looking for handouts from general revenue to take care of their facilities needs. They are willing to pay their own way, if our government will let them, through the federal tax on fuel used in boats. According to the Treasury Department, that tax brings in $97 million a year;

--The private sector alone cannot answer boating's needs. Private investment in boating facilities has all but dried up because of high interest rates and the effects of the recession. Anyway, private investors are not interested in the kind of boating facilities most in demand, which are simple launching ramps with parking and basic convenience, because there is not enough profit in them;

--Building boat ramps would provide jobs, at least 64 full time jobs for every million dollars spent on construction. More boating facilities, especially if built in urban areas where the majority of people who like to participate in boating live, would promote boating and add to employment in the boating industry which already has a work force of 500,000; and

--There is an information gap in the federal government about the nature and size of the boating facilities shortage. No national inventory has been taken of existing facilities in relation to demand or projected growth. There are no guidelines for what constitutes a boating facility. Really the government has no basis for sound outdoor recreation planning and management in the boating sector.

The National Marine Manufacturers Association commends the authors of S.1090 for their insight and foresight in providing a mechanism for reevaluating, redefining, and hopefully redirecting the role of the federal government in outdoor recreation resources development. We wholeheartedly support the creation of a new bipartisan Outdoor Recreation Resources Review Commission, and hope and expect that recreational boating will be given an opportunity for constructive input.

FTR

THE WILDLIFE LEGISLATIVE FUND OF AMERICA
To protect the Heritage of the American Sportsman to hunt, to fish and to trap.

1612 K Street, N.W.
Suite 1101
Washington, D.C. 20006
202/466-4407

September 22, 1983

The Honorable Malcolm Wallop
Senate Subcommittee on Public Lands
Senate Committee on Energy and Natural Resources
Room: SD 308
Washington, D.C. 20510

Attention: Tony Bevinetto

Dear Senator Wallop:

The Wildlife Legislative Fund of America respectfully submits its view on legislation that would create the National Outdoor Recreation and Resource Review Commission, S. 1090.

Due to the fact our board of directors will be meeting tomorrow at the same time of the hearing on S. 1090, we will not be able to present this statement before your committee as we would have preferred. However, we do request that our testimony be made a part of the hearing record.

WLFA Board Chairman, Dan Galbreath, has asked me to relay to you our organization's strong support for the ORRRC II legislation. The Commission wil have a tremendous amount of work to accomplish during its life and the WLFA would be pleased to lend its expertise in wildlife/conservation issues, providing whatever assistance we can.

With best wishes.

Sincerely,

Carol C Porter

Carol A. Porter
Director, National Affairs

50 West Broad Street, Columbus, Ohio 43215 614/221-2684

THE WILDLIFE LEGISLATIVE FUND OF AMERICA
To protect the Heritage of the American Sportsman to hunt, to fish and to trap.

1612 K Street, N.W.
Suite 1101
Washington, D.C. 20006
202/466-4407

STATEMENT BY
WILDLIFE LEGISLATIVE FUND OF AMERICA
IN SUPPORT OF
S. 1090
WHICH WOULD CREATE THE
NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION
SUBMITTED TO THE PUBLIC LANDS SUBCOMMITTEE
OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
SEPTEMBER 23, 1983
WASHINGTON, D.C.

50 West Broad Street, Columbus, Ohio 43215 614/221-2684

The Wildlife Legislative Fund of America (WLFA) strongly supports passage of Senator Malcolm Wallop's bill, S. 1090, which would create a National Outdoor Recreation Resources Review Commission.

The primary purpose of the WLFA is to protect the rights of sportsmen to hunt, fish and trap, and to protect scientific wildlife management practices. The WLFA is an association which provides legislative representation for sportsmen's groups throughout the nation. The largest of these is the 400,000-member Ducks Unlimited.

Hunting, fishing and trapping are major outdoor recreational activities, and sportsmen constitute a large percentage of those who engage in non-consumptive outdoor recreation as well. Unlike many beneficiaries of outdoor recreational opportunities, sportsmen have long been accustomed to paying the costs associated with their activities.

As is undoubtedly the case with many other recreational activities, hunting and fishing have increased dramatically since the original Outdoor Recreation Review Commission considered the topic over 20 years ago. Since much hunting and fishing occurs on public lands, sportsmen welcome another broad-based review of recreational programs and resources.

The Census Bureau every five years conducts special studies for the Fish and Wildlife Service on wildlife-related outdoor recreational activities. These figures serve to illustrate the role sportsmen play in outdoor recreation and the changes that have occurred in these activities over the past 20 years.

In 1980, the year of the most recent study, over 17 million people hunted, spending 330 million hunter-days on the activity. The 1960 study showed that 11.8 million hunters spent 170 million days hunting. The 1980 hunters spent over $8.5 billion on their sport, while their 1960 counterparts spent $936 million.

Similarly, there were nearly 40 million fishermen in 1980, compared to something over 20 million in 1960. Fishing expenditures amounted to nearly $20 billion in 1980.

Of the 17 million people who hunted in 1980, nearly 1.4 million were women, 2 million used bow-and-arrow, 1.3 million used handguns, and over 800,000 utilized primative firearms. Over 12 million hunters pursued small game, nearly 12 million big game and over 5 million migratory birds.

Nearly 8 million hunters utilized public lands for their hunting.

As you can see, hunters and hunting represent a diverse group of people and activities, requiring diverse habitats to support their activities.

It is also worth noting that for many sportsmen, their involvement in outdoor recreation does not end with hunting or fishing. In 1980, 42% of those taking trips to observe wildlife (other than scouting for game) were sportsmen, as were a similar percentage of those who photographed wildlife. Over 34% of those who fed birds around their homes were sportsmen, as were 36% of those engaged in planting food and cover for wildlife.

From another perspective, 65% of sportsmen participate in one or more non-consumptive wildlife activities. Over 46% feed birds around their homes, 25% take trips to observe wildlife (again, other than scouting for game), and 14% engage in wildlife photography. A large percentage of those engaged in other forms of outdoor recreation, such as camping and boating, also are sportsmen.

Sportsmen are outdoors people, who engage in and care about a wide variety of activities and resources. This care is perhaps best illustrated by the fact that sportsmen are among the few users of outdoor recreation who, at their own insistance, pay most of the costs of their activities. Except for a few migratory species, wildlife management and protection is a state responsibility. State wildlife agencies are largely financed by sportsmen, through license fees and excise taxes on hunting and fishing equipment.

For the 1978-79 period, which were the available figures when the most recent funding study was completed, 77.5% of the total budgets of the state wildlife agencies were derived from sportsmen. "Other" and "special" sources of revenue - tax check-offs, mineral leasing receipts, etc. - provided 13.8% of the total, and general tax revenue provided 8.7%. A table illustrating this, on a state by state basis, is enclosed. (See Fish and Wildlife Agency Funding, produced by the Wildlife Conservation Fund, companion organization to WLFA.)

The Fish and Wildlife Service reports that in 1982, the sale of hunting and fishing licenses raised $462 million for the state wildlife agencies, with $259 million coming from hunting licenses and $227 million from fishermen. An additional $140 million in income from excise taxes on sporting goods was distributed to the states during the year, making the total sportsmen's contribution for wildlife $626 million during 1982.

It is also worth noting that private sportsmen's groups raise additional millions for conservation programs. One such group, Ducks Unlimited, raised over $40 million last year. The funds are devoted to protecting and managing wetlands.

It should be realized that game species are not the sole beneficiaries of the funds derived from sportsmen. Habitat protection, law enforcement, and public education programs benefit all species. Specialized programs to benefit endangered species are usually funded from these revenues, particularly since Federal funds for state grants under the Endangered Species Act have been so drastically reduced. And habitat acquired for wildlife purposes from sportsmen's license fees is also open to birdwatchers, hikers, boaters, and a variety of other non-consumptive users.

Sportsmen, therefore, are major participants in outdoor recreation and resource protection. They are well aware of the many valuable programs, such as the Land and Water Conservation Fund, which came out of the recommendations of the original Outdoor Recreation Review Commission. They are aware of the decline in available habitat in which to pursue their particular interests, and the increase in the numbers of sportsmen desiring to use the declining acreage. And they are aware of the increased demand for facilities which are static or declining and areas in which to pursue the other outdoor recreational interests they share with millions of non-sportsmen.

The previous commission laid the groundwork for some of the most valuable conservation and recreational programs in existence. But times have changed greatly since then. There are far more demands for recreational activity of all types, and a generally static or declining resource base on which to accomodate these pressures.

Accordingly, the WLFA believes a new commission is fully justified. There is presently no single existing entity which could accomplish the mission of such a commission. A fresh look at the entire outdoor recreational situation should yield new insights and recommendations upon which we can base our policies in the years ahead.

TABLE OF REVENUE SOURCES FOR STATE WILDLIFE AGENCIES

								PERCENT OF TOTAL						
	STATE	TOTAL REVENUE	LICENSE FEES	FEDERAL PAYMENTS	GENERAL TAXATION	INTEREST INCOME	SPECIAL & OTHER	LICENSE FEES	FEDERAL PAYMENTS	GENERAL TAXATION	INTEREST INCOME	SPECIAL & OTHER	MONTHS RESERVE (See Notes)	INTEREST DIVERTED
x	ALABAMA	6,455,844	4,139,637	1,451,107	400,000	—	465,190	64.1	22.5	6.2	—	7.2	0	x
x	ALASKA	31,068,835	4,895,535	6,576,700	19,141,430	—	455,100	15.7	21.2	61.6	—	1.5	0	x
	ARIZONA	8,099,900	4,698,800	2,161,200	—	307,800	932,100	58.0	26.7	—	3.8	11.5	6	
	ARKANSAS	12,925,169	8,299,486	1,925,255	—	—	1,632,848	76.0	17.6	—	—	6.4	2	x
	CALIFORNIA	38,944,229	25,942,766	6,954,985	4,000,000	350,000	1,696,478	66.7	17.9	10.3	.9	4.3	0	
	COLORADO	26,011,916	20,504,485	2,451,356	117,582	831,621	2,049,912	79.1	9.4	.5	3.2	7.8	6	
x	CONNECTICUT	1,170,000	500,000	595,000	—	—	75,000	42.7	50.9	—	—	6.4	0	x
	DELAWARE	1,714,004	338,062	737,880	335,062	—	300,000	19.7	43.1	19.7	—	17.5	2	x
x	FLORIDA	14,628,767	7,735,370	2,417,167	4,476,230	—	—	52.9	16.5	30.6	—	—	0	
	GEORGIA	12,502,935	4,850,190	2,502,417	4,894,276	—	256,054	38.8	20.0	39.1	—	2.1	0	x
	HAWAII	1,857,352	133,702	339,545	1,384,105	—	—	7.2	18.3	74.5	—	—	0	x
x	IDAHO	9,644,861	6,093,027	3,332,376	—	—	218,858	63.2	34.6	—	—	2.2	1	x
	ILLINOIS	8,382,090	4,063,000	2,301,000	—	—	1,418,090	55.6	27.5	—	—	16.9	0	x
	INDIANA	8,736,876	4,404,481	2,452,663	312,139	—	1,567,593	50.8	27.9	3.5	—	17.8	2	x
	IOWA	9,484,000	7,700,000	1,350,000	—	80,000	354,000	81.2	14.2	—	.8	3.7	0	
	KANSAS	6,632,599	3,949,327	2,349,650	—	—	333,622	59.5	35.5	—	—	5.0	3	x
x	KENTUCKY	7,262,043	5,395,403	1,302,877	—		563,763	74.3	18.0	—	—	7.7	6	
x	LOUISIANA	16,029,085	4,279,898	2,399,379	(Begins 1982)	—	9,340,818	26.7	15.0	—	—	58.3	0	x
x	MAINE	6,953,[illegible]	4,971,250	748,069	6,954	—	1,225,926	71.5	10.8	.1	—	17.6	1	x
	MARYLAND	3,758,419	2,953,027	736,546	52,379	—	16,467	78.6	19.6	1.4	—	.4	0	x
	MASSACHUSETTS	3,550,000	2,500,000	750,000	—	—	300,000	70.4	21.1	—	—	8.5	0	
x	MICHIGAN	23,615,691	17,595,893	1,969,500	—	410,380	3,639,918	74.5	8.4	—	1.7	15.4	0	
	MINNESOTA	25,199,000	14,000,000	4,360,000	6,500,000	—	338,000	55.8	17.3	25.8	—	1.3	2	x
	MISSISSIPPI	8,403,344	5,015,035	2,193,464	72,295	118,558	1,003,332	59.7	26.1	.9	1.4	11.9	3	
	MISSOURI	46,730,264	10,171,530	3,075,788	—	792,409	32,690,637	21.8	6.6	—	1.7	69.9	2	
	MONTANA	10,683,730	7,983,909	2,629,981	—	—	269,800	73.3	24.2	—	—	2.5	0	x
	NEBRASKA	7,877,667	5,053,159	1,560,424	503,519	208,725	551,840	64.2	19.8	6.4	2.6	7.0	4	
	NEVADA	6,819,815	4,336,348	1,973,358	104,881	180,600	224,829	63.6	28.9	1.5	2.7	3.3	3	
	NEW HAMPSHIRE	3,750,730	2,542,062	679,370	—	—	529,298	67.8	18.1	—	—	14.1	N/A	
x	NEW JERSEY	5,084,976	3,796,532	756,799	—	—	531,645	74.7	14.9	—	—	10.4	3	x
x	NEW MEXICO	5,736,089	4,154,254	1,367,947	—	—	214,588	72.4	23.8	—	—	3.8	0	
	NEW YORK	14,897,258	12,511,700	1,339,207	—	428,592	617,764	84.0	9.0	—	2.9	4.1	0	
x	NORTH CAROLINA	9,894,681	6,560,183	2,179,344	—	—	1,155,154	66.3	22.0	—	—	11.7	2	x
	NORTH DAKOTA	4,524,654	2,500,000	1,599,654	—	325,000	100,000	55.3	35.3	—	7.2	2.2	12	
	OHIO	11,431,272	9,377,091	1,086,808	—	(Begins 1979)	967,313	82.0	9.5	—	—	8.5	12	
	OKLAHOMA	9,424,588	6,565,627	1,878,618	—	427,752	553,091	69.7	20.2	—	4.5	5.8	5	
x	OREGON	21,556,927	13,962,391	5,771,139	—	—	1,833,397	64.8	26.7	—	—	8.5	1	x
	PENNSYLVANIA	25,321,214	14,385,658	4,539,414	—	1,893,317	4,502,825	56.8	17.9	—	7.5	17.8	12	
	RHODE ISLAND	1,547,000	290,000	624,000	601,000	—	32,000	18.7	40.3	38.9	—	2.1	0	x
	SOUTH CAROLINA	17,720,782	3,630,459	2,731,227	7,957,530	—	3,401,566	20.5	15.4	44.9	—	19.2	0	x
x	SOUTH DAKOTA	4,449,436	2,598,279	1,261,897	—	137,941	463,519	58.1	20.4	—	3.1	10.4	4	
	TENNESSEE	9,801,487	7,175,223	2,254,951	—	(Begins 1979)	451,303	72.6	22.8	—	—	4.6	0	
x	TEXAS	19,327,060	13,114,313	3,606,052	—	—	2,605,695	67.9	18.6	—	—	13.5	3	x
	UTAH	9,[illegible]	6,530,000	1,400,000	1,630,200	—	300,000	65.3	14.3	16.3	—	3.1	0	x
	VERMONT	2,877,314	2,427,314	425,000	—	—	25,000	84.3	14.8	—	—	.9	2	x
	VIRGINIA	7,790,006	6,491,823	870,463	—	—	427,720	83.3	11.2	—	—	5.5	0	x
x	WASHINGTON	18,058,715	10,634,263	4,997,004	—	220,189	2,207,259	58.9	27.7	—	1.2	12.2	2	
x	WEST VIRGINIA	5,916,783	4,136,222	929,145	187,584	184,447	526,885	69.6	15.8	3.2	3.1	8.5	2	
x	WISCONSIN	19,878,200	16,848,400	2,135,050	—	533,500	508,500	84.0	10.8	—	2.7	2.5	0	
x	WYOMING	10,[illegible],473	6,381,774	1,112,278	—	876,180	439,191	79.0	10.5	—	8.4	4.1	12	
	Total	602,876,318	351,818,624	107,143,559	52,649,720	8,110,511	83,353,698							
	Percentage of Total		58.3%	17.8%	8.7%	1.4%	13.8%							

"X" indicates figures are for 1978 fiscal year, others are for 1979. "Months Reserve" shows period the agency could maintain normal operations from reserve funds if current revenues were cut off. "Interest Diverted" identifies states in which interest on deposited revenues is used for purposes other than wildlife.

FJR

NATIONAL COMMITTEE for URBAN RECREATION
~~Suite 300, 1302 18th Street, N.W., Washington, D.C. 20036~~ • ~~202/466-6040~~
810-18th St., N.W., Suite 507, Washington, D.C. 20036 202/393-5550

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Consultant
SYDNEY HOWE
Executive Director,
Human Environment Center

September 23, 1983

Tony:

Attached are proposed amendments referred to in concluding lines of full S. 1090 statement today by M. Carl Holman, speaking for this Committee and the National Urban Coalition.

Best wishes,

Sydney Howe

Recycled

Draft Amendments to S 1090, To Establish a National Outdoor Recreation Resources Review Commission

Page 2, line 13. Change concluding semi-colon to a comma and add:

> **and the lives of too many Americans are degraded by a lack of opportunity for wholesome and restorative recreation;**

Page 10, line 9 and following. Drop "and for" in line 9 and change line 10 and following to read:

> **recreation conditions, and for enlisting public views on potential policy and decisions concerning recreation programs, lands and facilities;**

Page 10, line 22. Change line to read:

> **health, social well-being, a productive economy, and the environment;**

1983 JUL 21 PM 1:59

HARLAN G. METCALF
8 LEVYDALE PARK
CORTLAND, N. Y. 13045

7/18/'83

Dear Senator Wallop:

Being a member of the Society of Park and Recreation Educators, of the National Recreation and Parks Association, and the American Alliance for Health, Physical Education and Recreation, and having spent all my professional life training teachers and administrators in these areas , I urge you with all my heart to enthusiastically support bills; HR 2837 and S 1090 establishing the National Outdoor Recreation Resources Review Commission.

Sincerely, Harlan G. Metcalf

Harlan G. Metcalf, Professor Emeritus in Recreation Education and
Outdoor Education
State University of New York
College at Cortland, N.Y.

FTR

NATIONAL CLUB ASSOCIATION

1625 Eye Street, NW
Washington, DC 20006
(202) 466-8424

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Executive Director

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Richard A. Urquhart, Jr.
Country Club of North Carolina
Raleigh, NC

1983 SE[illegible]2 AM 9 11

September 21, 1983

The Honorable Malcolm Wallop
United States Senate
210 Senate Russell Office Building
Washington, D. C. 20510

Re: S. 1090

Dear Senator Wallop:

The National Club Association (NCA) submits these comments in support of S. 1090, The National Outdoor Recreation Resources Review Act of 1983.

NCA is the national trade association for the private club industry in America. Over one thousand clubs are members of NCA, including golf, racquet, yachting, and athletic clubs. These clubs have nearly one million individual members.

You are to be commended personally for introducing S. 1090. It is a tribute to your understanding of the vital importance of outdoor recreation in America. The bipartisan national commission to be established by S. 1090 will be an excellent means of identifying emerging trends and problems, and utilizing the best wisdom from both the public and private sectors to formulate effective policies. It would be a worthy successor to the historic 1958 Outdoor Recreation Resource Review Commission established by President Eisenhower.

As the representative of the nation's private recreational and social clubs, the National Club Association will welcome the opportunity to cooperate with this important new commission. Private clubs play a vital role in serving the recreational needs of their members, who pay all the costs of such services.

We reiterate our support for S. 1090.

Sincerely,

Gerard F. Hurley
Executive Director

GFH:fh

224 Neptune
Encinitas, California 92024
July 6, 1983

'83 JUL 12 PM 12:12

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
  and Reserved Water
210 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop,

I am a resident of the State of California and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is the American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation, and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

John Cates

John Cates

1696

TOWN/VILLAGE OF HARRISON
MUNICIPAL BUILDING
HARRISON, NEW YORK 10528
Telephone: 914-835-2000

FRANK A. VETERE
DEPUTY SUPERVISOR/MAYOR

June 13, 1983

Mr. C. P. Lander, Jr.
Director
Office of Youth Programs
United States Department of the Interior
Office of the Secretary
Washington, D. C. 20240

Dear Mr. Lander:

I was very disappointed when I read your letter of June 10th stating that the Administration is against the passage of the American Conservation Corps bill. I believe that the Administration is losing sight of the fact that it is our young people who are most vulnerable to all sorts of pressures. This particular bill would help resolve the unemployment problem, particularly among this critical age group, as well as enhance our conservation goals.

Those in the 16-24 year old age group are having a difficult time to support themselves in this highly competitive world. Some have personal responsibilities or other circumstances that do not give them the opportunity to develop to their fullest potential. This ACC program would be an interim measure between the different stages of their lives. It would keep them busy, help develop good work habits and teach them the values of paid employment.

I strongly urge the Administration to reconsider their attitude and to respond to the needs of the young people caught in an economic web not of their making.

Very truly yours,

Frank A. Vetere

Frank A. Vetere
Deputy Supervisor/Mayor

FAV:jad

FIR

Illinois Association for Health, Physical Education and Recreation

affiliated with
MID-WEST ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION, RECREATION AND DANCE

and the
AMERICAN ALLIANCE FOR HEALTH, PHYSICAL EDUCATION, RECREATION AND DANCE

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Government Affairs Consultant
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June 21, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands and Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

I am a resident of the State of Illinois and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. The Alliance has a membership of 40,000 educators and touches several million students a day through programs in physical education, health education, recreation and dance. One of the Associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyle through recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Ann Stevens

Ann Stevens,
President, IAHPER

AS:je

AFFILIATES
Association for Childhood Education: Illinois • Illinois Aquatics Association • Illinois Association for Professional Preparation in Health, Physical Education and Recreation • Illinois Association for Supervision and Curriculum Development • Illinois Athletic Directors Association • Illinois Coaches Association • Illinois Coaches Association for Girls' and Women's Sports • Illinois Dance Association • Illinois Elementary School Association • Illinois Governor's Council on Health and Fitness • Illinois High School Association • Mid-America Chapter - American Red Cross • Suburban High School Association for Department Chairmen of Health and Physical Education • U.S. Gymnastic Federation: Illinois Division

1983 JUN 24 [illegible] 5:29

STATE OF NEW MEXICO
DEPARTMENT OF EDUCATION – EDUCATION BUILDING
SANTA FE, NEW MEXICO 87501-2786

June 21 1983

LEONARD J. DE LAYO
SUPERINTENDENT OF PUBLIC INSTRUCTION

The Honorable Malcolm Wallop
Chair, Senate Subcommittee on
Public Lands & Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

I am a resident of the State of New Mexico and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in health education, physical education, recreation and dance.

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Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As the Specialist for Health and Physical Education in the New Mexico Department of Education, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

WOBlair

WILLIAM O. BLAIR, Ph.D.
Specialist, Health
and Physical Education

WOB:sst

cc: Michael J. May　Fran Dudenhoeffer
Barbara Sampson　Joanne Sprenger
Mark Sideris　Ginger Grossetette

ahperd

indiana association for health, physical education, recreation and dance, inc.

1983 JUN 29 AM 11: 14

F-R

Miss Andrea Myers, President-Elect
Indiana AHPERD
Indiana State University
Terre Haute, IN 47802

June 20, 1983

Senator Malcolm Wallop, Chair
Senate Subcommittee on Public Lands &
Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

I am a resident of the State of Indiana and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Andrea Myers

Andrea Myers
President-Elect
IAHPERD

FOP

Arizona Association
for Health, Physical Education, Recreation & Dance

June 26, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
and Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop,

I am a resident of the State of Arizona and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,
John Oehmke
John Oehmke
President Elect AZAHPERD

1983 JUL -6 PM 3:01

VAHPERD
Virginia Association For Health, Physical Education, Recreation and Dance

June 29, 1983

The Honorable Malcolm Wallop
Chair, Senate Subcommittee on Public Lands
& Reserved Water
210 Russell Senate Office Building

Dear Senator Wallop,

I am a resident of the state of Virginia and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is the American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Frances A. Meyer

Frances A. Meyer, Member-at-Large
VAHPERD
Elementary Physical Education Teacher

FR

83 JUN 23 PM 3:49

Alabama State Association for Health, Physical Education, Recreation and Dance

June 22, 1983

The Honorable Malcolm Wallop
Chair
Senate Subcommittee on Public Land,
and Reserved Water
210 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

I am a resident of the State of Alabama and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

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As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Jo-Ann Garside

Jo Ann Garside
President

FVR

DELAWARE ASSOCIATION FOR HEALTH
PHYSICAL EDUCATION, RECREATION, AND DANCE

1983 JUN 23 [illegible] 9

June 23, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on
Public Lands & Reserved Water
210 Russell Senate Office Bldg.
Washington DC 20510

Dear Senator Wallop:

I am a resident of the State of Delaware and am a member of The American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is The American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators.. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

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I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

Barbara L Rynkowski

Barbara L. Rynkowski
Program Director

BLR:dlc

FAHPERD

Florida Association for Health,
Physical Education, Recreation and Dance

June 20, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee of Public
 Lands and Reserved Water
210 Russell Senate Office Building
Washington, DC   20510

Dear Senator:

I am a resident of the State of Florida and am a member of the American Alliance for Health, Physical Education, Recreation and Dance. One of the associations within the Alliance is the American Association for Leisure and Recreation, which is dedicated to quality leisure lifestyles through recreation education. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

Identical bills have been introduced in the House (HR2837) and Senate (S1090). The bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

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I believe that the American public is entitled to an adequate, even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

As a private citizen, and as a member of the Alliance, I want to inform you that I am in favor of this bill and am hopeful that you will support it.

Sincerely,

James D. Richardson

James D. Richardson
President

ms

FYR

NEW YORK STATE ASSOCIATION FOR HEALTH,
PHYSICAL EDUCATION AND RECREATION, INC.

91 FIDDLERS LANE, LATHAM, NEW YORK 12110
TELEPHONE (518) 785-7699

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North Middle School
Great Neck, New York 11023

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Garden City, New York 11530

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[illegible]
Craig Hitchcock
Harold Lovine
Angela Whisher

June 22, 1983

Senator Malcolm Wallop
Chair, Senate Subcommittee on Public
Lands and Reserved Water
210 Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop,

I am writing in support of identical bills which have been introduced in the House (HR2837) and Senate (S1090). These bills will authorize the establishment of a National Outdoor Recreation Resources Review Commission to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels. This will help to assure continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes.

I am a resident of New York State and am a member of the American Alliance for Health, Physical Education, Recreation and Dance and at the present time, President of our State Association. The American Alliance for Health, Physical Education, Recreation and Dance has a membership of 40,000 and touches several million students a day through programs across our country.

Outdoor recreation is a major industry ($244 billion in sales in 1982) and a source of numerous jobs. Private industry can play an expanded role in charting new policies for protecting outdoor resources in an era of fiscal constraints.

I believe that the American public is entitled to an adequate even expanded resources protection program. Our outdoor recreation resources are a continuing source of national vitality at a time when society must adjust to rapid change.

I hope you will support this legislation which will do much to improve the lives of all Americans.

Sincerely,

Barbara DiPalma

Barbara DiPalma
President NYSAHPER

ANNUAL CONFERENCE, JANUARY 26-28, 1984, HOTEL SYRACUSE, SYRACUSE, NEW YORK

FOR

LOUISIANA RECREATION & PARK ASSOCIATION

1983 MAY -9 PM 2: 38

May 3, 1983

Malcolm Wallop, Chairman
Subcommittee on Public Lands and Reserved Water
U. S. Senate
Washington, DC 20515

Dear Mr. Wallop:

On behalf of the Louisiana Recreation and Parks Association I was happy to learn that President Reagan's "Jobs Bill" contained special allocations for both the Land and Water Conservation Fund (LWCF) and the Urban Park and Recreation Recovery Program (UPARR). In addition to providing much needed jobs, both of these programs have proved effective in involving federal, state and local governments in a partnership effort to improve public recreation.

Throughout Louisiana, communities both large and small have participated in the LWCF Program and have benefited in a variety of ways including acquisition of new recreation sites and development of parks, playgrounds, camp sites, and boating facilities. Eight cities in Louisiana have participated in the UPARR Program which is targeted to the rehabilitation of existing recreation facilities in urban areas. Through UPARR these cities have begun a systematic recreation recovery program which maximizes the use of existing facilities. Because of the emphasis on recreation planning in the last several years, state and local governments have a backlog of projects ready to be implemented whenever funding is available.

LWCF, which focuses on the acquisition and development of outdoor recreation facilities, and UPARR, which focuses on recreation rehabilitation, serve to compliment each other in meeting urgent needs for close-to-home recreation opportunities. Over and over again, studies have shown that recreation contributes significantly to the health and vitality of our citizens and our nation as a whole.

I hope that you will continue to support LWCF and urge you to consider the reauthorization of UPARR beyond 1983.

Sincerely,

Ray May

Ray May
President

RM/cv

AN AFFILIATE OF THE NATIONAL RECREATION AND PARK ASSOCIATION

Testimony of Louise R. Brown, Director, Pittsburgh Department of Parks and Recreation, also speaking for the National Committee for Urban Recreation, before the U.S. Senate Committee on Governmental Affairs concerning bill S. 1090, to establish a National Outdoor Recreation Resources Review Commission, June 28, 1983.

Mr. Chairman, I am Louise R. Brown, Director of the Pittsburgh Department of Parks and Recreation. I speak today for both my own organization and the National Committee for Urban Recreation, of which I am a member. The Committee, formed in 1978, joins leaders of urban, minority, conservation and recreation interests in pursuit of improved urban park and recreation opportunities -- especially for the most recreation-deprived people of the nation's crowded inner cities.

We support S. 1090. It is high time that such a commission cast new light on the recreation needs of the American people, provided that its assessment comprehends all of the major human, social and physical conditions that are governed or affected by recreation policies and practices. Some modest improvements in the legislation would assure these comprehensive intentions.

Mr. Chairman, back in 1968 the National Commission on Civil Disorders, known as the Kerner Commission, studied the causes of the tragic riots that had just shaken American cities and the entire nation. The Commission sampled citizen opinion in the riot areas and reported that:

> Grievances concerning municipal recreation programs were found in a large majority of the 20 cities and appeared to be one of the most serious complaints in almost half. Inadequate recreational facilities in the ghetto and the lack of organized programs were common complaints.

When one considers all of the recreation needs of all of the American people, ranging from recreation that adds fulfillment to the lives of the affluent to recreation that may make life marginally bearable for those locked in poverty, it seems to us that any study of national needs in this connection has particularly serious obligations to the recreationally disadvantaged. Special consideration should also be given to the effect it could have on the nation's alarming youth unemployment rate. And not just because this is right and fair, but because the provision of decent recreation opportunities for all is vital to the social fabric upon which every one of us depends.

The riots of the 1960's and the Kerner Commission warned us about that, in terms that should have been indelible. But they were not. Since 1968, inner city recreation facilities have generally declined, as financially strapped older cities have slashed park and recreation budgets. The most salient federal initiative, the Urban Park & Recreation Recovery program, authorized at a modest $150 million per year, appears on the way to an almost shameful appropriation of perhaps ten million dollars for FY 1984. A few urban states have tried to rise to this need, but the stark fact is that the recreation estate of this nation remains overwhelmingly the playground of mobile people who are notably above the poverty level.

In a broader sense, the nature, location and quality of recreation opportunities says much about what we are and will be as a nation. Recreation is tied into what we think and do about community development, our cultural and historical heritage, physical and mental health, social services, and yes: jobs, housing and education. While we applaud the strong and proper references in S. 1090 to the natural resource and environmental necessities of both urban and rural recration, we do not see, in either the mandate or the make-up of the proposed commission, sufficient reference to the profound urban and social implications of recreation in America. Please note that "findings" of Section 2 point to the esteemed work and lasting influence of the Outdoor Recreation Resources Review Commission that reported in 1962, but not to the also Congressionaly-mandated National Urban Recreation

Study of 1978. The latter is an excellent document with substantial social relevance, to which there has been all too little response. With minor updating, it could provide a solid, contemporary and cost-free basis for some of the proposed commission's deliberations.

Recreation in America today is a substantially, perhaps predominantly, urban phenomenon, and many of the pressures against decent recreation resources and opportunities for our people are familiar urban pressures. Enlightened conservation and recreation interests are recognizing these facts, and it is essential that they be recognized here if this legislation is to produce a credible and effective commission.

Mr. Chairman, we hope you will improve this legislation with amendments to accomplish the following:

1 - It should be assured by the Congress that the membership of both the commission and its advisory council will include reasonably balanced representation of all major American interests in recreation lands, facilities and programs, as well as representation of the inherent human and social interests that I have described.

2 - Please see that the Commission's mandate encompasses, as a first order of business, the present and future relationship of recreation to the individual and social well-being of Americans in every walk of life.

3 - And please make it the Commission's business, in turn, to examine the degree to which, and the means by which, all persons concerned with recreation policy and practice are allowed and encouraged to participate in local, regional, state and national decision-making in this field. The results of this important venture will gain enduring application only if they are enriched by the continuing participation of those affected.

We thank you for this opportunity to testify and shall be glad to answer any questions you may have.

# # #

NATIONAL TRAILS COUNCIL

June 28, 1983

Ms. Jeanette Fitzwilliams
13 W. Maple Street
Alexandria, Virginia 22301
(703) 548-7490

TESTIMONY ON S1090, A BILL PROPOSING A NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

I am Jeannette Fitzwilliams, president of the National Trails Council, a nationwide organization of trail related clubs, agencies and trail users devoted to protecting the trails we have and getting those we need. Trails, their facilities and related services are but a small part of the outdoor recreation field but a very important part.

For some time now, NTC has been aware that, despite many excellent government programs and much citizen interest, we were not getting the trails we wanted and expected. There was need for a new strategy for trails that would look at all trails nationwide, involve the whole trails community and not be so dependent on public ownership and management. We are working to developing this new strategy but realize it really needs to be attacked nationwide and by a broader range of interested parties. Therefore, we welcome the establishment of a National Outdoor Recreation Resources Review Commission and urge the speedy passage of S1090.

With reference to the wording of the bill itself, we would like to sggest a few minor changes:

* Section 6(a)(4): Reorder the wording to read: "private organization with outdoor recreation expertise including those doing volunteer work in this field as a leisure time recreational activity and those with conservation, commercial recreation, and tourism interests." In selecting members of the Advisory Committee, this change puts the emphasis on those with a primary interest in recreation rather than on conservation, commerical and tourism groups where the recreational interest is likely to be secondary and of a more specialized type.

* Section 7(b)(3): Reword: "examine the role and increased capacity of the private section..." The increased capacity of the private sector is important but it is the role of the private section as much as the role of the public sector that needs to be examinded.

* Section 7(b)(3): Put a ";" after "recreation needs" and reword the rest of old (3) as a new paragraph: "(4) Assess the potential for new partnerships between the private sector and all levels of government and between the various levels of government, giving full consideration..." A separate paragraph is needed because the idea of partnership is, as far as current procedures go, a new one and deserves a separate paragraph. Also, the idea of partnership needs to apply just as much between government agencies at all levels as between agencies and the private sector.

* Section 7(b): Add a new paragraph: "( ). Examine the possibility for better methods and procedures by which recreational opportunites can be made available and managed." It is not only new roles, better relationships, better information, etc. that need to be examined but current methods and procedures. To a large extent, it is these current methods and procedures that are the obstacles.

(continued)

* Section 7(d):Reword: "The Commission shall transmit to the President and to Congress not later than twenty-four months after the appointment of the commission members or eitheen months after the appointment of the executive director and his top staff a detailed and comprehensive report..." Given the usual inevitable start-up delays, the current ignorance as to who in the private sector should be involved and who has the new ideas, we believe that the proposed time table is unrealistic.

* Section 7(d): Reword: "Such report shall be presented in such form as to make it of maximum value to the President, the Congress, ~~and~~ the States, and the private sector." As usual, the private sector has again been forgotten. Yet it is the private sector that is most vitally concerned and, in the area of trails, it is the trail clubs that are primarily responsible for the planning, getting and maintaining of many of the best trails we have. Usual procedures for publishing reports put the private sector, particularly the trail clubs and other recreational groups at a distinct disadvantage in reacting to such reports.

The National Trails Council feels that the success of such a commission is of great importance and the money spent on it will be a money-saver in the long run. We hope our suggestions will help ensure its success.

Thank you for this opportunity to testify.

FYR

Arizona Parks & Recreation
Association, Inc.

Life. Be in it.
©1975 State of Victoria Australia

March 1, 1983

The Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands
and Reserved Water
U.S.Senate
Washington, D.C. 20510

Dear Senator Wallop:

The Arizona Parks and Recreation Association would like to go on record as strongly supporting the U. S. Congress for a commission to study this Country's long-term park and recreation needs and redefine public policy in order to meet those needs.

The programs inspired by the Outdoor Recreation Resources Review Commission in the early 60's has, despite periodic updates, become woefully outdated and inadequate. It was about 1967 that trailer and motor home camps outnumbered tent camps in the State parks system in Arizona. In 1982 it was a rare sight to see a tent in a public campground. There are endless other examples of the dramatic changes that are taking place in the nation's park and recreation field.

The elderly and retired, in 1960, represented a relatively minor segment of the population compared to their growing numbers and their growing needs in 1983. More and more emphasis is being placed on physical fitness and emotional wellbeing in both the private as well as the public sectors. Perhaps our greatest challenges in the future lie in our allocation of resources both financial as well as land resources for recreation purposes.

One obvious thing that has not changed since O.R.R.R.C is the amount of land available for any use. No one, unfortunately, has discovered the means to create more land surface in our nation.

Our park area's open space and structured leisure activities are absolutely essential and critical to the quality of life in this country. We would cheat not only ourselves but many generations in the future if we relegated our precious park and recreation resources management to anything other than

affiliated with NATIONAL RECREATION and PARKS ASSOCIATION

The Honorable Malcolm Wallop
March 1, 1983
Page 2

one of our highest priorities. The need for reevaluation is now and it is critical. Again, I would strongly urge you to support a bipartisan, national recreation and land use policy review commission to begin this inquiry. The recommendations from such an inquiry to the Congress, the Executive Branch and the States will be beneficial for all of us, including many yet to be born.

Sincerely,

Howard R. Gillmore

Howard Gillmore
President

G:m

cc: Senator Barry Goldwater
Senator Dennis DeConcini
Representative John McCain
Representative Morris K. Udall
Representative Bob Stump
Representative Eldon Rudd
Representative Jim McNulty

S. 1090
FTR

CITY OF NEW ORLEANS
OFFICE OF THE MAYOR

ERNEST N. MORIAL
MAYOR

[illegible] PM 4:46

April 18, 1983

Senator Malcolm Wallop, Chairman
Subcommittee on Public Lands and
Reserved Water
U.S. Senate
Washington, D.C. 20515

Dear Senator Wallop:

As Mayor of New Orleans and a member of the National Committee for Urban Recreation, I feel that the social and economic changes over the last two decades mandate a reassessment of government responsibilities for outdoor recreation. This is evidenced by the Interior Department's National Urban Recreation Study of 1978 and, more recently, by the Outdoor Recreation Policy Review Group chaired by Laurence S. Rockefeller. Both reports point out the dire need for a new national policy on outdoor recreation.

In the face of our serious economic problems I feel that outdoor recreation is more important than ever before because of its far ranging impact. Recreation contributes to the health and vitality of our citizens, assists in the nation's economic recovery by providing jobs, and is a powerful force in the drive for environmental quality. Outdoor recreation fills a very special need in the nation's urban centers, particularly for the inner city poor.

Therefore, I urge you to support legislation creating a bipartisan Outdoor Recreation Resources Review Commission which would develop a new national outdoor recreation policy to meet the needs of all our citizens now and in the future.

Sincerely,

Dutch Morial

Ernest N. Morial

ENM:GL:ww

"An Equal Opportunity Employer"

Louisiana
Recreation
Network

FTR
Tony

May 16, 1983

Official Committee File

SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES
RECEIVED
MAY 19 1983

Mr. James A. McClure, Chairman
Committee on Energy and Natural Resources
U. S. Senate
Washington, D. C. 20515

Dear Mr. McClure:

The Louisiana Recreation Network is committed to the improvement of recreation throughout the State and as such, fully supports the funding of both the Land and Water Conservation Fund, (LWCF) and the Urban Park and Recreation Recovery Program (UPARR).

I am sure you would agree that recreation is an important factor in today's world. Not only does recreation contribute to the physical and mental well-being of our country's citizens, it also has a far reaching impact, both on the national and local economy and on our environment as a whole.

Numerous large and small communities throughout our state have successfully participated in the LWCF Program, which is targeted to outdoor recreation. Eight cities in Louisiana have participated in the UPARR Program which is targeted to the rehabilitation of existing recreation facilities in urban areas. The State, by providing the local match for UPARR, has confirmed the need for attention to urban public recreation. Thus, both programs have demonstrated their effectiveness in forming new partnerships among the various levels of government to work together in order to improve public recreation.

Over the past several years, the emphasis on recreation planning related to LWCF and UPARR has resulted in a backlog of projects ready to be implemented whenever funds are available.

I know that your past record represents a strong commitment to public recreation and I hope that you will continue to support LWCF and will consider re-authorizing UPARR beyond 1983.

Sincerely,

James T. Hays

James T. Hays
Executive Director
Police Jury Association of Louisiana

/ea

La. Recreation and Park Association · La. Municipal Association

AALR
AMERICAN
ASSOCIATION FOR
LEISURE AND
RECREATION

June 22, 1983

Senator Malcolm Wallop
Second Floor
Russell Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

The American Association for Leisure and Recreation is an association of the American Alliance for Health, Physical Education, Recreation and Dance with a membership of 40,000 educators. The Alliance touches several million students a day through programs in physical education, health education, recreation and dance.

We would like to voice our support for the National Outdoor Recreation Resources Review Commission which will focus public attention on the recreation needs of Americans, as well as the benefits of recreation to our economy and to the American lifestyle. The effective management of our recreation resources is essential to assure quality leisure experiences for future generations.

Outdoor recreation is a major American industry ($244 Billion in revenue in 1982), as well as a source of numerous jobs. Public delivery systems and private industry can play an expanded role in charting new policies for protecting recreation resources in an era of fiscal constraints.

As stated in the attached position statement "We believe the American public is entitled to an adequate, even expanded resources protection program" and hope you will support this important issue in a manner that is timely and does not invite change.

LN:bf
Enc.

Sincerely,

Larry Neal

Dr. Larry Neal
President

ciation of the American Alliance for Health, Physical Education, Recreation and Dance • 1900 Association Drive, Reston, VA 22091 • (703) 476-3471

AALR
AMERICAN
ASSOCIATION FOR
LEISURE AND
RECREATION

POSITION STATEMENT

POSITION

On April 7, 1983 the American Association for Leisure and Recreation's Board of Directors approved the concept of a National Outdoor Recreation Resources Review Commission. When the Bill was introduced to the House (HR2837 and Senate (S1090) AALR continued its support of the Commission based on the following rationale.

RATIONALE

The American Association for Leisure and Recreation is an educational association of 6,000 members dedicated to improving leisure lifestyles and recreation opportunities for all individuals.

The recreation needs of Americans have expanded over the past two decades and they continually seek an increasing array of recreation experiences. As a major industry, outdoor recreation generated $244 billion in sales in 1982. Also, the economic, demographic and technological changes of the past two decades have been dramatic.

In the language of the bill, the Commission "is intended to study and recommend appropriate policies and activities for government agencies at the Federal, State and local levels and for the private sector. The Commission is to assure the continued availability of quality outdoor recreation experiences in America to the year 2000 and for other purposes."

We believe that the American public is entitled to an adequate, even expanded resources protection program and support The National Outdoor Recreation Resources Review Commission.

AAR
AMERICAN
ASSOCIATION FOR
LEISURE AND
RECREATION

WRITTEN STATEMENT

For Inclusion in The

HEARING

On The

NATIONAL OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

June 28, 1983

Prepared By:
Dr. Barbara M. Sampson
Executive Director
The American Association for
Leisure and Recreation
1900 Association Drive
Reston, Virginia 22091

AALR
AMERICAN
ASSOCIATION FOR
LEISURE AND
RECREATION

SUMMARY STATEMENT

The American Association for Leisure and Recreation is an educational association of 6,000 members dedicated to improving leisure lifestyles and recreation opportunities for all individuals.

The basic premise of this written statement is that recreation is a profound human experience and that people are deeply influenced by the natural environment. The outdoor experience is a part of our national heritage "and has had a measurable impact on the nation's character and on those who made its history." (ORRRC, 1962).

The recreation needs of Americans have expanded over the past two decades and they continually seek an increasing array of recreation experiences. As a major industry, outdoor recreation generated $244 billion in sales in 1982. Also, the economic, demographic and technological changes of the past two decades have been dramatic.

"Adequate provision for the nation's recreation needs urgently requires a re-thinking of the responsibilities of all levels of government, particularly that of the federal government, in providing leadership in policy and programs." (Outdoor Recreation for America, 1983, p. 27).

In the language of the bill, the Commission "is intended to study and recommend appropriate policies and activities for government agencies at the

Federal, State and local levels and for the private sector. The Commission is to assure the continued availability of quality outdoor recreation experiences in America to the year 2000.

We believe that the American public is entitled to an adequate, even expanded resources protection program and support The National Outdoor Recreation Resources Review Commission. We feel that the country cannot afford _not_ to embark upon an assessment in light of our responsibility to American society. The changes in demographics, the changes in resource acquisition and usage, and the changes in supply and demand of recreational opportunities all necessitate another look at the recreational needs of Americans with an eye to charting the policies for protecting the resources as well as expanding the role of private business and public interest groups.

Contact Person:

Dr. Barbara M. Sampson
Executive Director

> "The tendency now-a-days to wander in wilderness is delightful to see. Thousands of tired, nerve shaken, over-civilized people are beginning to find out that going to the mountains is going home; that wilderness is a necessity; that mountain parks and reservations are useful not only as mountains of timber and irrigating rivers, but as fountains of life."
> John Muir, 1901.

The Place of Recreation in American Life

The basic premise of this testimony lies in the knowledge that recreation is a profound human experience. America's philosophy towards recreation has developed and changed in recent years. The realization has struck that recreation is an important part of life as a means of personal fulfillment and enrichment. The current challenge is to improve the quality of people's recreation in order that it will make a better contribution to them. To demonstrate the magnitude of the recreational experience I would like to share a short story with you which delineates the impact of recreation on an individual.

"It Became Part of Him

A boy went into the woods amidst the beauty of deep-toned spruce mixed with pines, and the lime and yellow aspens. He enjoyed the mellow texture of the rolling hills, and felt the vastness of the great open spaces, and what he saw and felt became part of the boy. In the distance he gazed at rugged peaks as they reached beyond the treeline for the clouds. He studied their contours and felt their strength, and they too became a part of him. The grass-covered valley, lying between the foothills and extending toward the peaks, was interrupted with a lake, and a stream carved a path to carry the strength of the land all the way to the sea. As he studied the valley and the lake and the stream and saw them in harmony and purpose, they also became part of him.

The boy lay back on the spongy grass and caught a glimpse of scattered clouds riding the wind to their place of rendezvous as they gathered to shadow the sun. And in the far distance a thunderhead hung heavy above the skyline and connected to it with a stream of raindrops. And all of this became part of the boy.

He watched closely a colony of ants as they went about their chores, and he saw two squirrels play hide-and-seek, and he studied a leaf and counted the pine needles in a cluster. He wondered why moss grew on the north side of trees. The shriek of the red-tailed hawk, the caw of a crow, and the chirp of a bluejay as it hurried to its nesting young all became part of the boy. The evening call of the moose was echoed by the trumpet of an elk, and the yapping of a coyote, and the shriek of the night hawk. He watched swallows dart about in search of food on the wing, and later he heard the hooting of an owl as it welcomed the night and darkness overcame the day. All of these things became part of the boy, to remain permanently with him, and at the end of the day he was more complete than at its beginning.

At another time and another place the boy stood on the seashore and watched the breakers softly push sand crabs onto the beach and a sanderline moved quickly after them as they scurried into the sand. A great pelican dove awkwardly from aloft and plucked an anchovy from the sea. Picking a shell from the sand, the boy carefully studied its structure, contour, and hue, and he tried to interpret all of life that had related to it. He splashed in the brine, tasting the salt, and he felt its stickiness on his skin. He gathered kelp from the water's edge and studied the shellfishes clinging to an old raft, and watched an elderly seaman take a fish from the surf.

He looked out across the sea at a half a sail, then saw only the tip of the sail. Finally the sail disappeared over the horizon. He watched the tide move away from the shore, revealing the bottom of the sea for anyone to witness and study. Later he

> saw the sun cast a brilliant glow through the haze before it passed from sight. All of this became part of the boy and filled his day with meaning and satisfaction. It brought him closer to becoming a complete person." (Clayne Jensen, 1970)

The recreation experience can provide a laboratory for learning or a playground for wholesome fun and enjoyment. It has meaning and significance in the lives of people as well as importance to our society and our nation. People always treasure recreational experiences particularly in the outdoor environment and in one way or another tracts of land and water have been reserved throughout history for their pleasure. Such "set-aside" areas are not uncommon in the great civilizations of Greece, Rome and, in fact, during the Renaissance a revival of contact with the beauties of nature was expressed largely in the development of formal gardens. Many of our present ideas of preservation evolved from practices that date from antiquity. Since the days of the American Indians, as well as the founders of our country, our society's ability to maintain a closeness with nature has been eroding. In the words of Clayne Jensen, we have moved through great eras "the conquering of the wilderness, the isolated farm, the planatation, the self-contained New England town, and the detached neighborhoods are all phases of the American past. In one great stride the United States has changed from a rural to an urban nation, and as a result we have encountered new problems that require new solutions. We have few if any similar experiences on which to base our solutions. It has become apparent that despite the advantages inherent in urban living, there is something lacking in city life: the fundamental values of nature; the wholeness concept of life, the satisfaction of seeing things born and seeing things grow, admiring the scenery, and observing nature's processes. Today these elements are not common in the lives of most Americans and indeed, to many Americans, they are not even accessible."

As stated in the Outdoor Recreation Resources Review Commission Report (1962): "The outdoors lie deep in the American tradition. It has had a measurable impact on the Nation's character and on those who made its history. When an American looks for the meaning of his past, he looks for what he seeks not in ancient ruins, but more likely in mountains and forests, by river or at the edge of the sea. The tale is one of discovery, of encounter and of hard won settlement."

In the memorable phrase of former Secretary of the Interior, Stuart Udall, "Every generation of Americans has a rendezvous with the land." I share with Jensen the following feelings: "If our generation is to meet this rendezvous, we must share special respect for the fundamental values of nature and natural beauty, and we must pay special attention to the way these relate to the good of the people and to the good of society. We must learn that people cannot live by science and technology alone. The natural world is the human world. Having evolved in it for many centuries, we are not far removed by a thing called civilization."

There are many benefits that derive from the recreational experience. Some are social, some are economical, some are psychological. Among the benefits are relief from the stress of daily life, increased productivity, greater family solidarity, improved self confidence, physical and mental fitness, and the generation of additional economic activity. Again in the words of Clayne

Jensen, "There needs to be public understanding that recreation is not only a renewing experience, but also a serious business, both because of its economic impact and its beneficial effect on the physical, cultural, social and moral well being of the people. It is a partial solution to the social problems created by urbanization and increased leisure time. It is a solution in part to the problem that human beings are not wholly suited physiologically or psychologically to meet the technological demands upon them. The recreation business is a great hope for economic improvement in certain sections of the country. It is manufacturing and marketing of recreation equipment and the provision of recreation facilities that have a major impact on our economy. Consider for just a moment what is involved in the manufacturing, marketing and use of sporting arms, fishing tackle, camping equipment, pleasure boats, winter sports, equipment, camp trailers, recreation roads, resort hotels, motels, lodges, dude ranches and the recreation press."

The Need for the National Assessment

Again, based on the premise that recreation has a profound effect on the individual, AALR would like to encourage the establishment of The National Outdoor Recreation Resources Review Commission to provide a comprehensive look at park, recreation and leisure programs that serve the people of the country. A variety of changes have occurred over the past few decades since ORRRC I in 1962. Among those changes are included economic, demographic and technological advances, each of which has had a varying impact on the American lifestyle. ORRRC 1962 was a monumental report which served as a basis for acquisition and development of recreational areas, as well as for estimating and predicting user demands for outdoor recreation places. However, an assessment and updating of those predicters needs to be made as well as an extension of the data base to determine recreation behavior.

The findings of the Outdoor Recreation Policy Review Group were delineated into eight areas:

1. The two decades since ORRRC have been a period of great social and economic change.

2. Changes in where we live, work and play have had a profound effect on outdoor recreation.

3. Despite the changes over the past twenty years or perhaps because of them, outdoor recreation is more important in American life than it was in 1962.

4. Governments in general are doing less for outdoor recreation than is required to meet the need.

5. The role of the Federal Government needs to be reassessed, redefined and revived.

6. Private sector is providing more outdoor recreation than it did twenty years ago. It could do even more with Government cooperation.

7. There are ways in which outdoor recreation could be provided to meet increased demands which would not require huge public expense.

8. There is a need for improved information as the basis for outdoor recreation, planning and management.

In the words of Diana Dunn on The Future of Leisure Resources: "Evidence mounts that the space and facilities will be increasingly inadequate and insufficient. It is probably an understatement to suggest that a fundamental challenge confronting all nations in coming decades will be which leisure activities can or should be continued or encouraged, which discontinued or discouraged, which modified, and which new experiences need to be devised or invented.

In developed countries, finite natural resource limits have been reached simultaneously with the achievement of new leisure possibilities. Later labor force entry, shorter work weeks, longer holiday weekends, extended vacations, year-round school plans, more generous sabbaticals and leave programs, earlier retirement options, and longer life spans are among many contemporary phenomena contributing to more leisure or discretionary time for many of the increasing numbers of us. The clash between limited resources and limitless leisure confronts concerned recreation professionals with the certainty of an escalating insufficiency of funds, personnel, information, space, facilities and equipment.

Some Difficult Government Tasks

Resolution of the perplexing search for balance occasioned by the ironic scenario will be determined largely by governments, for it is in the political realm that decisions are made which affect resources, the antecedents of free time, and what can be done during it. These include policies concerned with international relations, energy, environmental quality, housing, food and water, as well as those influencing work, education, mobility, affluence, accessibility of recreational resources, and the quality of leisure and its distribution.

The heterogeneity of governmental units, private and voluntary agencies, and commercial enterprises which own and operate resources complicates efforts to determine the dimensions of the total leisure resource base of any nation. In the United States, national and state parks, public beaches, bicycle trails and school playgrounds can be identified readily, and, with effort, enumerated. But the total leisure resource system of the nation is far broader. It includes commercial as well as public facilities, man-made as well as natural resources - the park, culture center, campground and resort. (Philosophic debate about what is 'recreation' also tends to complicate enumeration.)

Needed is a benchmark assessment of the total leisure resource base available and a determination of a set of alternative leisure futures based on both likely resources and identified human needs. When hobbies, television, adult education, cross country skiing, playgrounds, off-road vehicles, Las Vegas, Disney World, professional, semiprofessional, amateur arts and sports; outdoor recreation and tourism are viewed under the same umbrella, intelligent choices regarding their relative merits and legitimate demands upon the resources of a nation or the world will be more likely. Conceptually and mechanically, such planning seems remote, but growing resource limitations and scarcity will eventually mandate it."

It would appear that the changes in demographics, the changes in resources acquisition, and usage and the changes in supply and demand of recreational opportunities for all, necessitate another look at the recreational needs of Americans with an eye to charting the policies for protecting the resources as well as expanding the role of all of the providers of those opportunities, including private business and public interest groups. The concept of maintaining and protecting our resources is not new to American society. Upon a recent visit to the Theodore Roosevelt Island this fact was brought home very clearly in reading the inscription on one of the granite tablets depecting various tenets of Roosevelt's philosophy of citizenship. The particular tablet devoted to nature stated the following: "The Nation behaves well if it treats the natural resources as assets which it must turn over to the next generation increased and not impaired in value Conservation means development as much as it does protection." It would appear that the country cannot afford *not* to embark upon this assessment in light of our responsibility to American society, both the current inhabitant, as well as future generations.

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